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ABSTRACT

In an effort to determine how the system-wide total student full-time equivalent (FTE) enrollment, as authorized by the legislature, is allocated among the several community colleges, this audit was conducted in 1988. The audit also sought to evaluate how effectively the community college system utilized the system-wide student FTE limit to determine specific educational programs and services. Following an introduction and background information on allocations and district boundaries, the current allocation process, the needs and demands of state allocations, an enrollment study, and FTE allocations in other states are examined. Compliance with the enrollment limit was tested by constructing a computer matrix of allocation levels, actual enrollment levels, and anticipated allocation levels. Percentages of change in individual college allocations were compared to the percentage change in the system-wide limitation. The system-wide allocation increase is .4% and most individual college adjustments were within 1.5% of the figure. Findings indicated general compliance; reallocations of FTE's between colleges as a result of the system were rare, occurring only when a college failed to fill its allocated quota. In evaluating individual utilization of student FTE allocations, the audit indicated the following: (1) the state's four-year institutions should develop a standardized data collection and reporting system that will collect and report the mean average grades of upper division transfer students from each state community college, and the mean average grades of all upper division students; (2) the system of collecting and comparing job success rates of former vocational education students at individual community colleges should be refined; and (3) the above data should be distributed to local community college boards of trustees, local community college presidents, and other interested parties. A summary of recommendations is followed by appendices containing letters, tables, maps, and comments. (WJT)

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COMMUNITY COLLEGE STUDENT ALLOCATION STUDY

REPORT NO. 86-6

A Report to the
Legislative Budget Committee
December 16, 1986

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SUMMARY

SCOPE

This audit, which was requested by the LBC, attempted to answer the following two questions:

1. How is the system-wide limitation or "cap" allocated among the various community colleges which comprise the system?

2. How do the individual colleges utilize their individual allocation of student FTEs when determining specific programs and courses to be offered?

The audit dealt only with state-supported classes, thereby excluding community service and contract classes.

HISTORY

Rapid enrollment growth of community colleges in the 1970s resulted in efforts by the State Board for Community College Education to restrain uncontrolled growth in the early 1980s.

The legislature imposed a system-wide cap or limitation of 83,000 on community college system-wide enrollment commencing in 1983, with an increase to the current level of 83,300 being authorized in 1985.

ALLOCATION OF ENROLLMENT AUTHORIZATION BETWEEN COLLEGES

We found that financial penalties are imposed upon individual community colleges by the SBCCE for exceeding their student full-time equivalent (FTE)

allocation by more then 1 1/2 percent or failing to meet it by more than 1 percent. Additionally, provisions exist for the redistribution of enrollment allocations in the event a college does not utilize its enrollment.

We found that most colleges have been able to fill their allocation levels. As a direct consequence, changes or revisions in the allocations to individual colleges tend to be minimal and unresponsive to inter-district variations in demand. We found that the community college system does not attempt, for allocation purposes within an unchanged system cap, to do a "bottoms-up" or "zero-balance" allocation.

SERVICE LEVELS

Service levels are the ratio of FTE students served by a community college to the population of the community college district in which it is located. Service levels in this report are expressed in terms of FTE students per 1000 population.

We found a substantial variation in the service levels between community college districts, ranging from 11.4 to 39.9 students per 1000 population.

We reviewed the arguments against allocation of student FTEs only on the basis of equalizing service levels.

We reviewed the SBCCE draft report entitled "Washington Community College Program and Enrollment Plan 1989 to 2000." We found that the plan's proposed district enrollment levels for 1989-1991 would not appreciably change district service levels, and would not appreciably satisfy the demands for increased service levels from those community colleges with low service levels.

PARTICIPATION RATES

As a comparison to other higher education levels and institutions the report includes various participation rates calculated by the federal Department of Education. (Participation rates measure total student headcount per population unit, while service levels measure full-time equivalent students per population unit.) Statewide participation rates for lower division and community colleges classes are significantly higher than those for upper division, graduate, and unclassified programs.

Selected participation rates are also shown on a county-by-county basis. These: l) illustrate the interrelationship between community college enrollment and lower division (freshman/sophomore) enrollment at nearby

four-year institutions; and 2) enable a county-by-county comparison to upper division enrollments.

RECOMMENDATIONS

We recommend that any increase in community college FTEs be allocated according to demand as demonstrated by indicators including but not limited to service levels and participation rates. If no increase in system-wide community college FTE allocation is granted by the legislature, we recommend that student FTE allocations of districts more than 20 percent below the system-wide service level should be increased at a rate of 2 percent per biennium with compensating reductions in the allocations of those colleges with highest service levels, until all community colleges are no more than 20 percent higher or lower than the system-wide average.

UTILIZATION OF INDIVIDUAL COLLEGE ALLOCATIONS

We reviewed the roles of the local administrations, faculties, and boards of trustees in determining what courses and programs would be offered by individual community colleges, and the criteria used for selection thereof. We found most decisions were made at the local level, with a strong oversight role played by the SBCCE staff.

We found that SBCCE had established minimum standards for the eligibility of courses to receive state fund support in accordance with their legislative mandate. We recommend that these criteria--now in memorandum form--be converted to permanent instructions.

We found that the institutional and specialized accreditation processes and the SBCCE vocational program review process were significant on-site review activities which impacted the selection of courses and programs offered. We found a wide variety of informal inputs. We found that the Associate Degree Transfer Agreements between the community college system and four-year institutions strongly impacted course and program selection at the community colleges.

PERFORMANCE MEASUREMENT

We sought measures of performance that would indicate the results of community college training. In the absence of formalized system-wide criteria, we sought quantified and documented answers to the following key questions:

1. How well do community college academic transfer students do after transferring to four-year institutions for completion of their baccalaureate degree?

2. How successful are community college vocational students in finding jobs?

We found that although a wide variety of data were collected, we found little that was either tailored or utilized effectively to measure the effectiveness or efficiency with which individual community colleges or the community college system as a whole utilized its allocated number of student FTEs. However, we found two reports that were of interest and held potential for development into systems capable of responding meaningfully to the above two questions.

We recommend measures be taken to develop systems capable of answering the above questions in terms that enable comparison between individual community colleges and enable the determination of system-wide performance trends over time.

AGENCY RESPONSE AND ANALYSIS THEREOF

The SBCCE has partially concurred with recommendations 1A and 1B regarding enrollment allocation and fully concurred with other recommendations. Differences in viewpoints appear to focus on the relative importance of service levels as compared to other considerations in the enrollment allocation process.

Both the report and the agency response recognize the validity of other factors which should be considered in any allocation or reallocation process. The report suggests that the differences in service levels between colleges is now so large that this factor deserves an increased (but not exclusive) priority.

As the report indicates, we do not feel more equitable service levels can be achieved by "...lowering enrollment at colleges where demand is known to be declining, as evidenced by underenrollment, and increasing enrollment based on...all of the appropriate factors." since there is little or no underenrollment in the system that will facilitate such redistribution.

ACKNOWLEDGEMENTS

This study was conducted by Frank Hensley of the LBC staff. Many college administrators, faculty members, trustees, SBCCE staff members and others contributed to this study. Their time, courtesy and expertise are gratefully acknowledged.

CHERYLE A. BROOM
Legislative Auditor

On December 16, 1988, this report was approved by the Legislative Budget Committee, and its distribution authorized.

SENATOR ELEANOR LEE
Chair

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CHAPTER 1

SCOPE AND OBJECTIVES

1.1 SCOPE

This study will explore the decision process and decision criteria by which the system-wide total student full-time equivalent (FTE) enrollment authorized by the legislature is allocated, reallocated, modified or adjusted among the several community colleges. The study will deal primarily with the allocation of the total authorized enrollment among the colleges, as opposed to the adjustment of the system-wide enrollment authorization level.

The study will also review the process and criteria that determine the specific courses or programs for which allocated enrollment levels are utilized. The intent is to evaluate how effectively the community college system utilizes the system-wide student FTE limit to meet the demand for educational services, and to identify any possible improvements towards this end.

1.2 OBJECTIVES

o To develop a succinct description of the enrollment allocation and program/course selection processes in narrative or diagram format or a combination of these formats.

o To identify any tools or criteria of the system used to identify and evaluate the demand for community college services and/or changes in such demands either by subject matter or geographical area.

o To independently test and/or evaluate any criteria or formulae for allocating student FTEs or making course and program decisions for (1) reasonableness and (2) to verify that such criteria or formulae are truly utilized.

o To identify any interim or mid-biennium adjustment processes for shifting enrollment in response to variations in enrollment demands.

o To determine (if possible) whether the system and criteria for enrollment allocation and course/program selection are consistent with legislative intent.

CHAPTER 2

INTRODUCTION AND BACKGROUND

2.1 THE BASIC QUESTION.

The following elemental question is addressed by this audit:

> "Is the state community college system making optimal use of its current allocation of student FTEs?"

We have divided this issue into two parts or subquestions:

1. How is the system-wide limitation or "cap" allocated among the various community colleges which comprise the system? (Chapter 3)

2. How effectively do the individual colleges utilize their individual allocations of student FTEs? (Chapter 4)

We understand a high probability exists that a request will be submitted to the legislature at its 1989 session to increase the current system-wide enrollment cap or limitation currently set by the legislature. This study by design and intent does not address the question of whether or not the limitation should be increased. Rather, it treats the associated question of whether the current allocation is used with optimal effectiveness.

2.2 CLARIFICATION OF "ALLOCATIONS."

Throughout this report the term "allocation" or "allocations" will be used. The term refers to the full-time equivalent (FTE) number of students planned or authorized for enrollment in state-supported courses at community colleges. It applies both to the system-wide total for the community college system and to the specific portion of enrollment allowed to individual community colleges.

One should also bear in mind that the term "allocation" has had somewhat different meanings through different periods of time.

2.2.1 Pre-1981. Prior to FY 1981 allocations were essentially target enrollment figures developed by the community college system as a budget base or driver. There was no requirement or incentive to restrict enrollment to the targeted number of student FTEs. Indeed, exceeding the targeted enrollment levels generally justified an institution's higher target enrollment the following year, and a larger portion of the available funding. As will be shown in detail in a later section, actual system-wide FTE enrollment grew

from 83,186 in 1976/77 to over 100,000 in 1980-81. During this era a community college president coined the oft-repeated budget philosophy phrase, "Bucks follow students."

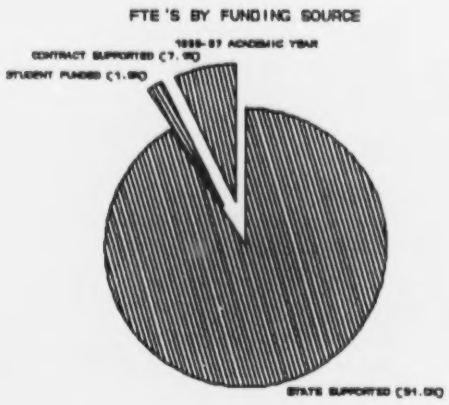
2.2.2 1981 and 1982. During this period the State Board for Community College Education (SBCCE), responding to concerns of the legislature and others over rapid enrollment growth, actively opposed exceeding allocation levels.

2.2.3 The 1983 legislative limitation. A legislative "cap" or limitation was effectively placed upon total community college enrollment starting with the 1983-85 biennium budget bill. This allocation for the total system has varied from 83,000 to 83,300. (The amount was further reduced in the 1984-85 academic year when budgetary cutbacks were imposed by the Governor's office in response to an anticipated revenue shortfall.) The SBCCE accordingly adjusted the 1984-85 system-wide allocation to 80,927, late in the fiscal year. Penalties for exceeding the allocated enrollment levels were imposed upon individual community colleges by the SBCCE in 1985.

2.2.4 State-supported enrollment only. This report and the allocation and enrollment figures data therein deal exclusively with student enrollments in courses that are supported by the appropriation from the state general fund. Enrollments in student-funded (community service), and contract-supported classes are specifically excluded. To place this in perspective, Exhibit 1 shows the 1986-87 academic year FTE breakdown by funding source, specifically showing that state-supported student FTEs represent 91 percent of total FTEs.

EXHIBIT 1

STATE SUPPORTED	84406
STUDENT FUNDED	1786
CONTRACT SUPPORTED	6596
TOTAL	92788

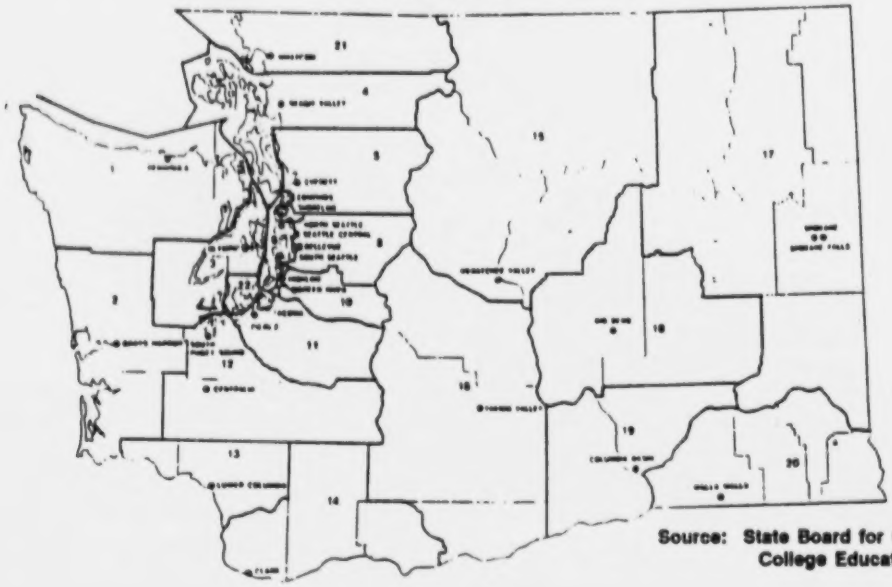


Source: Data - State Board for Community College Education (SBCCE)
Graph - LBC Staff

2.3 DISTRICT BOUNDARIES.

For ready reference, Exhibit 2 shows (in map form) the locations of the state's community colleges and the districts served by each. Please note that two districts have more than one college within them. District 12 was subdivided into two districts on July 1, 1988--one containing Centralia College and one containing South Puget Sound Community College.

EXHIBIT 2



Source: State Board for Community College Education (SBCCE)

CHAPTER 3

ALLOCATION OF THE COMMUNITY COLLEGE SYSTEM STUDENT FTE LIMITATION AMONG COMMUNITY COLLEGES

3.0 INTRODUCTION

This chapter deals with the first major issue identified in the introduction of the report:

> "How is the system-wide limitation or "cap" allocated among the various community colleges which comprise the system?"

We approached this issue by reviewing and evaluating:

1. The history of the allocations requirement.
2. The current allocation process and its results.
3. A comparison of the allocations to needs and demands.
4. The arguments against pro-rata allocation by population.
5. The SBCCE enrollment study containing proposed future allocation plans.

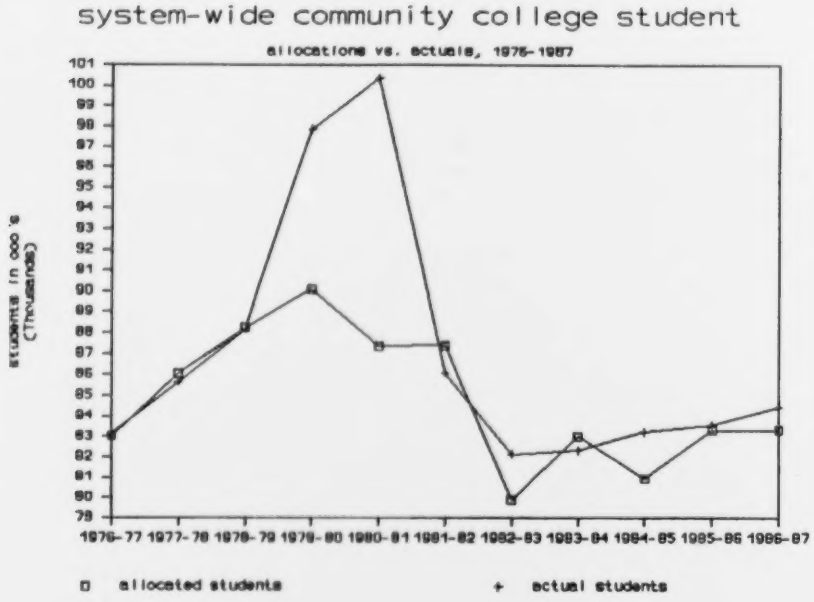
3.1 HISTORY.

3.1.1 The Early Days. We were advised by legislative and SBCCE staff that when the community college system was first established in 1967, funding by the legislature was based in large part upon a formula in which current enrollment was the key factor. We noted that a similar system is still in use today for the purpose of allocating the single appropriation among the several colleges. We found that the actual or implied acceptance of this formula system placed the legislature in an awkward position of limited control over the appropriation to the community college system. Specifically, the community college system usually exceeded its budgeted enrollment level and would in the ensuing biennium request additional funding to meet the new, higher levels of enrollment it had achieved. Competition among the individual colleges for the appropriated dollars took the form of achieving the highest enrollment increase to justify a larger portion of the available funding.

3.1.2 Rapid Growth and Quality Concerns--1977-1981. Rapid growth marked community college enrollment levels in the last half of the 1970s and the first academic year of the 1980s. Exhibit 3 shows actual system-wide enrollment and allocated or budgeted state-funded enrollment for the period 1976-77 through 1986-87 which includes this rapid growth period.

Enrollment peaked in the 1980-81 school year at over 100,000 FTE students in the system.

EXHIBIT 3



SYSTEM-WIDE COMMUNITY COLLEGE STUDENT ALLOCATED VERSUS ACTUAL ENROLLMENT, 1976-1988

YEAR	ALLOCATED	ACTUAL	%VARIANCE
1976-77	83045	83186	0.2%
1977-78	86072	85666	-0.5%
1978-79	88243	88193	-0.1%
1979-80	90101	97848	8.6%
1980-81	87369	100357	14.9%
1981-82	87400	86101	-1.5%
1982-83	79879	82110	2.8%
1983-84	83000	82317	-0.8%
1984-85	80927	83225	2.8%
1985-86	83300	83555	0.3%
1986-87	83300	84406	1.3%

Source: Raw Data - State Board for Community College Education (SBCCE)
Graph - LBC Staff

Attention is invited not only to the accelerated enrollment growth in the 1979-80 and 1980-81 academic years, but to the wide variation between allocated (budget planning) enrollment levels and the actual enrollment levels achieved. It should be kept in mind that at that time, "allocated" enrollment levels were little more than an estimate or prediction of enrollment levels upon which budget requests and allocations were based. There was no penalty for exceeding or falling short of the "allocated" enrollment levels for either the system total or the individual colleges. Indeed, competition among the community colleges for available funds was principally through enrollment growth, and the slogan of the times was reportedly "Bucks follow students."

We were advised by legislative staff, the Office of Financial Management (OFM) staff, and SBCCE staff, that these organizations all shared concern not only over the rapid enrollment growth rate, but over mounting evidence that inappropriate classes of dubious academic or vocational value were being offered with state funding support in the competitive efforts to achieve growth.

3.1.3 Corrective Measures by SBCCE--1981-82 and 1982-83. Commencing with the 1981-82 academic year the SBCCE took aggressive action to deal with the unrestrained enrollment growth within the community college system and the dubious course proliferation that had been experienced.

3.1.3.1 Action Taken.

3.1.3.1.1 Course Coding. After deliberations by a Select Committee on Course Coding which included both college presidents and deans of instruction, the SBCCE published a lengthy memorandum dated July 24, 1981 entitled "Course Coding, 1981-82." This document, which is still in effect, established extensive guidelines as to what types of courses were eligible for state funding support--and therefore inclusion in the state-supported student FTE allocations and actual enrollment counts. A copy of this document is on file at the LBC office. Excerpts are attached as Appendix A. In general, it declares ineligible for state funding such courses as coin collecting, beginning bridge, quilting, fly tying, bull riding, gun construction, and needlepoint.

3.1.3.1.2 SBCCE policy change. SBCCE Resolution 81-49 adopted June 24, 1981 declared it to be the policy of the SBCCE

> "...to take steps to reduce the level of overenrollment experienced in 1980-81..."

and further resolved

"...that overenrollment in 1981-83 will not be the basis for enrollment or financial allocations in the 1983-85 biennium..."

3.1.3.2 Driving Forces. The above action was taken by the SBCCE with the urging of both OFM and the legislature. Of particular significance was the 1981 legislative enactment of RCW 28B.050.090 (7)(e) which established a specific responsibility of the SBCCE to establish standards for course eligibility for state funding. A second major force at work was the state's budgetary problems of this period. We found that at least three mid-biennium budget reductions were imposed upon the community college system by the Governor's office as a result of the anticipated reduction in state revenues. This resulted in the reduction of the 1984-85 system-wide allocation from 83,000 to 80,927--an executive action by the SBCCE taken in response to budget curtailments of the Governor's office.

3.1.3.3 Results Achieved. SBCCE personnel indicated that these guidelines were responsible for the elimination of "several thousand" student FTEs from state support. In any event, Exhibit 3 does indeed show substantial reductions in system-wide enrollment levels in the 1981-82 and 1982-83 academic years after this action was taken. While we recognize that other factors (including the state's revenue shortfall and budgetary curtailments) were at work in substantially affecting reductions in state-supported FTE enrollment, we conclude that the SBCCE action was a significant contributing factor. A long-term result was to firmly establish the authority of the SBCCE to exercise a degree of control over course and program offerings of the individual colleges.

3.1.3.4 Remaining Controversy. Some controversy still surrounds the enrollment practices of individual colleges from the 1970s decade through the 1982-83 academic year. Some college officials allege that those colleges who expanded and/or maintained enrollment in the least responsible manner were rewarded with a larger share of the legislature's 1983 system-wide enrollment limit (discussed below), while those whose enrollment growth was more responsible and/or who responded to budgetary cutbacks and a revised SBCCE philosophy by reducing courses and programs, were penalized with a smaller share. This allegedly resulted in a skewed original allocation of the legislative cap or limitation in 1983 with impacts that have lasted to the present.

3.1.4 The 1983 legislative cap or limitation. At its 1983 session the legislature effectively established an enrollment "cap" or limitation on the community college system by inclusion of the following words in Chapter 76 of the laws of the 1983 1st Extraordinary Session:

SEC. 117. FOR THE STATE BOARD FOR COMMUNITY COLLEGE EDUCATION.

(4) $232,526,606 is appropriated from the general fund for instruction. Average basic direct instructional resource per comparable cost student shall not be less than $1400 per academic year averaged for the biennium.

(5) $75,086,000 is appropriated from the general fund for support instructional resources. Average support instructional resources per student shall be not less than $452 per year averaged for the biennium.

Simple arithmetic indicates that subsection (4) limits enrollment to 83,045 and (5) to 83,059 FTEs. 83,000 was adopted as the practical cap or limitation by the SBCCE. In 1985, through similar language, the cap was raised to 83,275, (subsequently rounded off to 83,300) to allow for 300 new high-technology student FTEs. In 1987, similar language retained the 83,300 cap. This action by the legislature "put larger teeth" in the allocation process. No longer could allocations be considered simply a planning figure which could be exceeded at will.

3.1.4.1 Remaining Flexibility. A degree of flexibility in enrollment is still authorized by law. Both the 1985-87 and 1987-89 biennium budget bills allow a 2 percent reduction in the minimum amounts expended per student FTE if the director of OFM certifies that

"...the failure to meet the minimum support per student is attributable to financial or other circumstances beyond the control of the institution."

Additionally, the 1985-87 bill's limiting proviso applied only to stated amounts applicable to the instruction program. By transferring funds to the instruction program from other programs, the community college system was able to enroll 84,406 students in the 1986-87 academic year (without requiring OFM's 2 percent certification). This provision was considerably tightened in the 1987-89 budget bill by stating the minimum expenditure per student in terms of total operating expenses (all programs) excepting only expenses for plant maintenance and operation.

3.2 CURRENT ALLOCATION PROCESS.

3.2.1 The allocation and reallocation process since 1983. We reviewed the formal SBCCE resolutions that have implemented and governed this process since 1983. Despite the legislative cap of 1983, the SBCCE appeared slow to deal firmly with the problem of overenrollment. We reviewed the "Enrollment Audit" procedures adopted by resolution of the SBCCE for academic years commencing in 1980 through 1989. It was not until 1985-86 that these resolutions contained a specific financial penalty for

overenrollment above a 1 1/2 percent "tolerance band." The 1985-86 resolution contains the following provision:

> "In the event the system average annual enrollment level for 1985-87 exceeds 101.5 per cent of the budgeted enrollment, the districts which enrolled above their maximum levels...will have their following year's dollar allocation reduced by $1,587...for each FTE above the maximum levels."

Similar language has been included in subsequent resolutions.

A copy of the most recent such resolution (Number 88-04 of April 7, 1988) is attached as Appendix B. We found this resolution comparable to all others adopted since 1985. Key provisions are:

1. A "tolerance band" between 99 and 101.5 percent of the allocation figure for each college.

2. The specific penalty noted above for overenrollment.

3. A specific penalty for underenrollment in the form of a reduction in a following period.

4. The provision that FTEs becoming available due to underenrollment will be redistributed at the discretion of the SBCCE.

3.2.2 The results of the process. We tested compliance with and results of the above criteria by constructing a computer matrix of allocation levels, actual enrollment levels, and anticipated allocation levels based upon system-wide adjustments in the total limitations and individual college success in meeting enrollment levels for the 1983-1988 time period. We calculated the percentage of change in individual college allocations from the previous year, and compared this to the percentage change in the system-wide limitation. For significant variations from the system-wide average change we requested explanations from the SBCCE.

We found occasional aberrations in the data. These included (1) internal adjustments made by multi-college districts, (2) the impact of decisions to reclassify in-prison enrollments as contract courses outside the state-supported FTE limitation, and (3) the selected distribution of the additional 300 FTEs authorized in 1985 for a high-technology program.

We found general compliance with the procedures of the resolution. We found that reallocations of FTEs between colleges as a result of this system were few, occurring only in those rare instances when an individual college failed to fill its allocated quota. Even then their effect was sometimes delayed under the special "phase-in" authority granted the SBCCE executive

director. The resultant underages available for redistribution were either (1) absorbed by any reductions in the system or were (2) reallocated at the discretion of the SBCCE.

Exhibit 4 shows the change in allocation levels by individual community colleges between the 1983-84 and 1987-88 academic years by absolute FTEs and by percentage of the system-wide total. We selected this time period for review since it commences with the first year in which the legislative limitation took effect.

EXHIBIT 4

COMPARISON OF 1983/84 AND 1987/88 ALLOCATIONS
WASHINGTON STATE COMMUNITY COLLEGES
IN ORDER OF PERCENTAGE CHANGE

	1983-84 ALLOCATION	1987-88 ALLOCATION	FTE CHANGE	PERCENT CHANGE
EVERETT	3907	3578	-329	-8.4%
PENINSULA	1079	1007	-72	-6.7%
SEATTLE CENTRAL	4904	4711	-193	-3.9%
LOWER COLUMBIA	2177	2100	-77	-3.5%
CENTRALIA	1742	1700	-42	-2.4%
OLYMPIC	3336	3271	-65	-1.9%
PIERCE	4019	3997	-22	-0.5%
SPOKANE	5513	5499	-14	-0.3%
BIG BEND	1124	1122	-2	-0.2%
WENATCHEE VALLEY	1720	1720	0	0.0%
HIGHLINE	4537	4537	0	0.0%
GRAYS HARBOR	1232	1232	0	0.0%
TACOMA	3156	3156	0	0.0%
GREEN RIVER	3725	3725	0	0.0%
WALLA WALLA	2171	2171	0	0.0%
SHORELINE	4317	4323	6	0.1%
COLUMBIA BASIN	3336	3344	8	0.2%
YAKIMA VALLEY	2753	2765	12	0.4%
SKAGIT VALLEY	2498	2536	38	1.5%
SOUTH PUGET SOUND	1782	1813	31	1.7%
EDMONDS	2921	2993	72	2.5%
BELLEVUE	3949	4053	104	2.6%
SPOKANE FALLS	5602	5793	191	3.4%
SEATTLE NORTH	3349	3467	118	3.5%
WHATCOM	946	996	50	5.3%
CLARK	4204	4485	281	6.7%
SEATTLE SOUTH	3001	3206	205	6.8%
SYSTEM TOTAL	83000	83300	300	0.4%

Source: Raw Data - State Board for Community College Education (SBCCE)
Computations - LBC Staff

We note that the system-wide allocation increase is .4 percent for this period and that most individual college adjustments are within 1.5 percent of that figure. We found that only five colleges were subject to more than a 5 percent change (plus or minus) in allocated enrollment during this period:

o Peninsula College experienced a substantial enrollment decline in 1983-84 which resulted in a 6.7 percent allocation reduction for the period.

o Everett was unable to utilize 330 FTEs of its allocation in 1983-84 which resulted in a reduction of 329 or 8.4 percent for the period, the largest change.

o Clark College was granted increased allocation of 326 in 1985-86, of which 219 were from the legislatively-authorized increase of 300 for the high-tech program, resulting in an increased allocation for the period of 6.7 percent.

o South Seattle's increase was an internal district reallocation.

o Whatcom was granted small increases at the discretion of the SBCCE which were a comparatively high percentage increase due to Whatcom's small size.

3.2.3 System acceptance of the allocation process. We held discussions concerning the process by which the SBCCE distributed the system-wide allocation among individual community colleges with key members of the SBCCE staff, the Washington Association of Community College Presidents, and the president and legislative liaison representatives of the Trustees' Association of Community Colleges. Most acknowledged the difficulty in equitably distributing available FTEs within the system. While most professed general acceptance of the allocation process, we found widespread recognition that the process does not reallocate FTEs in response to changes in demand between districts resulting primarily from district population changes. As a result, some felt that their districts were underserved.

3.2.4 Conclusions. We conclude that as it currently operates, the current system of adjusting or reallocating student FTEs among the individual community colleges is based primarily upon the immediate past allocation level of the college. If a college fills its allocated enrollment level for the previous year or biennium, the enrollment level for the following year will normally be maintained unless pro rata, system-wide reductions are required, as was the case in 1984-85 due to gubernatorially-imposed budget restrictions. Most colleges have been able to fill their allocation levels. As a direct consequence, changes or revisions in the allocations to individual colleges tend to be minimal, and unresponsive to inter-district variations in demand. We find that the community college system does not attempt, for allocation purposes within an unchanged system cap, to do a "bottoms-up" or "zero-balance" allocation.

3.3 ALLOCATIONS VERSUS NEEDS AND DEMANDS.

Throughout this review we attempted to find and identify criteria or standards by which needs and demands for state supported educational services of a community college could be conclusively weighed, measured, prioritized and compared between community college districts. Student waiting lists and length of time between start of class registration and class closures were suggested as possible measures. We found no common practices or data among the colleges that would be required to make this data useful.

The single measure of service available was commonly known as service levels.

3.3.1 Service Levels. We found that participation rates or service levels were widely used gross indicators of a district's demand for community colleges. These levels are simple ratios between enrollment at a community college and the total population of the district it serves. By implication, those districts with service levels below a standard (say the state-wide average service level or some indicated service level based upon questionnaire results) are not meeting the demand within their districts.

3.3.1.1 Service Levels by District. We calculated service levels in terms of student FTEs per 1000 district population for the individual community college districts for the academic years 1980-81 and 1986-87 by dividing FTE enrollment in each district by the population of the district as estimated by OFM's forecasting section and SBCCE staff using 1980 census data. The results are shown as Exhibit 5.

EXHIBIT 5

COMMUNITY COLLEGE DISTRICT POPULATIONS
ACTUAL STATE-SUPPORTED ENROLLMENT LEVELS
RESULTANT SERVICE LEVELS
1980 - 1986
IN ORDER OF 1986-87 SERVICE LEVELS

COMMUNITY COLLEGE	POPULATION IN 000		ACTUAL ENROLLMENT		SERVICE LEVELS FTE'S/000 POP'N		CHANGE IN SERVICE L
	1980	1986	1980-81	1986-87	1980-81	1986-87	1980/1 TO
WHATCOM	80	90	1053	1022	13.2	11.4	-1.8
BELLEVUE	195	250	4181	4078	21.4	16.3	-5.1
YAKIMA VALLEY	145	160	3511	2842	24.2	17.8	-6.5
PENINSULA	50	55	1303	1016	26.1	18.5	-7.6
PIERCE	170	195	4808	3808	28.3	19.5	-8.8
SOUTH PUGET SOUND	85	95	1812	1957	21.3	20.6	-0.7
GRAYS HARBOR	60	60	1516	1237	25.3	20.6	-4.6
OLYMPIC	130	150	4136	3206	31.8	21.4	-10.4
WENATCHEE VALLEY	70	80	1880	1815	26.9	22.7	-4.2
GREEN RIVER	145	160	4032	3733	27.8	23.3	-4.5
HIGHLINE	160	200	5350	4737	33.4	23.7	-9.8
TACOMA	125	130	4225	3189	33.8	24.5	-9.3
BIG BEND	45	45	1314	1115	29.2	24.8	-4.4
SKAGIT VALLEY	85	100	2988	2502	35.2	25.0	-10.1
EVERETT	130	140	4413	3599	33.9	25.7	-8.2
SHORELINE	155	165	4885	4176	31.5	27.1	-4.4
EDMONDS	80	110	2983	3001	37.3	27.3	-10.0
CLARK	150	160	5524	4526	36.8	28.3	-8.5
SEATTLE DISTRICT	410	390	15014	11512	36.6	29.5	-7.1
SPOKANE DISTRICT	320	335	13473	11493	42.1	34.3	-7.8
COLUMBIA BASIN	100	100	4017	3477	40.2	34.8	-5.4
LOWER COLUMBIA	60	60	2431	2096	40.5	34.9	-5.6
CENTRALIA	50	50	2612	1776	52.2	35.5	-16.7
WALLA WALLA	55	55	2896	2194	52.7	39.9	-12.8
TOTAL SYSTEM	3055	3335	100357	84407	32.9	25.3	-7.5

Source: Raw Data - State Board for Community College Education (SBCCE)
Computations - LBC Staff

We found that the statewide total service level has declined from 32.9 students per thousand population in 1980-81 to 25.3 students in 1986-87, and that this decline was the result of both reduced enrollments and increased population. We found that service levels varied from a low of 11.4 in the Whatcom community college district to a high of 39.9 in Walla Walla.

3.3.1.2 Student Allocations by District versus Pro Rata Share by District. We compared actual student FTE allocations for the 1987-88 academic year with each district's prorata share of the 83,300 limitation based upon population estimates for 1986. This data is presented as Exhibit 6. This comparison indicates that allocation of the authorized student FTEs on the basis of district populations would result in substantial changes from the current allocations to districts.

EXHIBIT 6

ACTUAL STUDENT FTE ALLOCATIONS BY COMMUNITY COLLEGE DISTRICT
VERSUS PRO-RATED SHARE BY SERVICE AREA POPULATION
1987-88 ACDEMIC YEAR, 1986 POPULATION PROJECTIONS

COMMUNITY COLLEGE	POP (000)	ACTUAL ALLOCATION.. FTE'S	% OF TOTAL	PRO-RATA SHARE..... FTE'S	% OF TOTAL	RESULTING CHANGE.. FTE'S	% OF TOTA
SPOKANE DISTRICT	335	11292	13.6%	8367	10.0%	-2925	-3.5%
SEATTLE DISTRICT	390	11384	13.7%	9741	11.7%	-1643	-2.0%
COLUMBIA BASIN	100	3344	4.0%	2498	3.0%	-846	-1.0%
WALLA WALLA	55	2171	2.6%	1374	1.6%	-797	-1.0%
CLARK	160	4485	5.4%	3996	4.8%	-489	-0.6%
CENTRALIA	50	1700	2.0%	1249	1.5%	-451	-0.5%
LOWER COLUMBIA	60	1813	2.2%	1499	1.8%	-314	-0.4%
EDMONDS	110	2993	3.6%	2748	3.3%	-245	-0.3%
SHORELINE	165	4323	5.2%	4121	4.9%	-202	-0.2%
EVERETT	140	3578	4.3%	3497	4.2%	-81	-0.1%
SKAGIT VALLEY	100	2536	3.0%	2498	3.0%	-38	.0%
BIG BEND	45	1122	1.3%	1124	1.3%	2	.0%
TACOMA	130	3156	3.8%	3247	3.9%	91	0.1%
GRAYS HARBOR	60	1232	1.5%	1499	1.8%	267	0.3%
GREEN RIVER	160	3725	4.5%	3996	4.8%	271	0.3%
WENATCHEE VALLEY	80	1720	2.1%	1998	2.4%	278	0.3%
PENINSULA	55	1007	1.2%	1374	1.6%	367	0.4%
HIGHLINE	200	4537	5.4%	4996	6.0%	459	0.6%
OLYMPIC	150	3271	3.9%	3747	4.5%	476	0.6%
SOUTH PUGET SOUND	95	1813	2.2%	2373	2.8%	560	0.7%
PIERCE	195	3997	4.8%	4871	5.8%	874	1.0%
YAKIMA VALLEY	160	2765	3.3%	3996	4.8%	1231	1.5%
WHATCOM	90	996	1.2%	2248	2.7%	1252	1.5%
BELLEVUE	250	4053	4.9%	6244	7.5%	2191	2.6%
TOTAL SYSTEM	3335	83300	100.0%	83300	100.0%	0	0

Source: Raw Data - State Board for Community College Education (SBCCE)
Computations - LBC Staff

3.4 THE ARGUMENT AGAINST PRO RATA ALLOCATION OF FTEs

We found strong resistance to the concept of distributing the 83,300 student FTEs pro rata by district populations. The most significant arguments presented were the following:

o Population doesn't guarantee demand. Demand or need for educational services can vary significantly among populations of the same size depending upon a district's economic base, geographic size, transportation network, population distribution, minority populations, and other factors.

o Availability of alternatives. The demand for educational services may be partially satisfied by alternative educational facilities within the district such as private, four-year or vocational-technical institutions. (In this regard, attention is invited to the discussion of county participation rates in section 3.7 and to appendices C1 and C2.)

o District cross-servicing. With particular respect to community colleges located within close proximity to one another in the Puget Sound area, district boundaries tend to lose meaning and cross-district servicing occurs. We noted that Pierce College's service district border lies just across the street from Tacoma Community College's campus.

o Nonduplication of programs' policy. Also with respect to the Puget Sound area the SBCCE uses a comprehensive review procedure to insure that programs are not unnecessarily duplicated by nearby districts, thus intentionally altering service levels. We found that the legislature itself has strongly advocated this policy.

o Availability of facilities, equipment and faculty. For better or worse various programs together with the related supporting resources are currently in being. The tangible and intangible costs associated with moving them to accommodate a major sudden reallocation of student FTEs would be large. The tenured status of most full-time faculty members is a factor to consider if major reallocations of students were planned. Anticipated faculty retirement rates may allow flexibility in repositioning faculty resources in the short term.

o The need for complete programs. With particular respect to smaller schools, it is necessary to maintain an adequate number of courses to present a full program so that a student can complete the necessary requirements for transfer to a four-year school or the requirements for occupational preparedness. This need is not always consistent with a strict distribution of FTEs based on service district populations.

o The political problems of reallocation. Within a fully allocated student FTE limit wherein individual enrollment allocations are generally being met by actual enrollments, it becomes necessary to actually reduce services and enrollment at one college in order to increase them elsewhere. Such actions tend to pit one community against another. Unless the SBCCE deals firmly and effectively with the need for some reallocation of student FTE enrollment levels under a fixed-FTE-ceiling scenario, decision-making authority may tend to shift from the community college system to the political arena.

We discussed these factors and arguments at length with key SBCCE staff, college presidents, faculty, and trustees. We found that most were supportable with specific examples. The alternative educational facilities in

terms of public or private four-year institutions and/or vocational-technical institutes--or the lack thereof in certain districts--were cited. Many examples of students choosing to attend a community college outside their district were cited. Examples of programs offered only at specific, nearby community colleges were given. Limitations on facility usage--particularly laboratory space--were often mentioned.

We concluded that current methodology can furnish gross and imperfect indications of demand for community college enrollment at the various member institutions comprising the system, but cannot fully account for the numerous direct and indirect forces that effect it. We further concluded that the ultimate evaluation of the need and demand for the educational services of a community college is partially a subjective matter. Finally, we concluded that basing student FTE allocations at least in part upon the populations of community college districts, would achieve a better balance between statewide needs for community college services and the available student FTEs.

3.5 DRAFT SBCCE ENROLLMENT STUDY.

We reviewed the SBCCE draft report entitled "Washington Community College Program and Enrollment Plan 1989 to 2000." This report supports an increase in the statutory and budgeted student FTE limitation. We take no position as to any change in the total system FTE limitation. Our comments are limited to the manner in which the proposed increase would be distributed.

3.5.1 Findings. We found that the draft enrollment plan proposes an increase of 6,021 in the student FTE limitation between the current and 1990-91 allocations. 2,313 (38 percent) are attributed to population growth, 3,103 (52 percent) to various changes affecting community colleges, and 605 (10 percent) to deal with high-demand areas that are currently underserved. We interpret this final category to be for the purpose of partially equalizing the current variations in service levels. The 605 FTEs intended for this purpose are tentatively allocated as follows:

Bellevue	400
Whatcom	100
South Puget Sound	95
Peninsula	10

We calculated the service levels that will result for each district if predicted population growth (by district) and the proposed allocation changes both occur. We compared this to 1986-87 service levels. This information is contained in Exhibit 7.

EXHIBIT 7

SBCCE ENROLLMENT PLAN
RESULTANT SERVICE LEVELS 1990/91
VERSUS CURRENT 1988/89 SERVICE LEVELS

COMMUNITY COLLEGE	POPULATION IN 000'S 1990	1986	CURRENT ALLOCATION	PROPOSED ADDED ALLOCATION	TOTAL PROPOSED ALLOCATION 1990/91	SERVICE LEVELS (FTE'S/000 POP'N) 1990/91	1988/89	SERVICE LEVEL AS % OF SYSTEM SERVICE LEVEL 1990/91	1988/89
DISTRICTS CURRENTLY MORE THAN 20% BELOW SYSTEM-WIDE SERVICE LEVEL AVERAGE									
WHATCOM	95	90	996	211	1207	12.7	11.1	19.9%	44.3%
BELLEVUE	280	250	4053	809	4862	17.4	16.2	68.2%	64.9%
YAKIMA VALLEY	165	160	2765	322	3087	18.7	17.3	73.5%	69.2%
PENNINSULA	55	55	1007	135	1142	20.8	18.3	81.6%	73.9%
SOUTH PUGET SOUND	105	95	1813	330	2143	20.4	19.1	80.2%	76.4%
DISTRICTS CURRENTLY WITHIN 20% OF SYSTEM-WIDE SERVICE LEVEL AVERAGE									
PIERCE	200	195	3997	217	4214	21.1	20.5	82.8%	82.1%
GRAY'S HARBOR	60	60	1232	41	1273	21.2	20.5	83.4%	82.2%
WENATCHEE VALLEY	80	80	1720	129	1849	23.1	21.5	90.8%	86.1%
OLYMPIC	160	150	3271	233	3501	21.9	21.8	86.1%	87.3%
HIGHLINE	205	200	4537	184	4721	23.0	22.7	90.5%	90.8%
GREEN RIVER	175	160	3725	235	3960	22.6	23.3	98.9%	93.2%
TACOMA	140	130	3156	143	3299	23.6	24.3	92.6%	97.2%
BIG BEND	50	45	1122	108	1230	24.6	24.9	96.7%	99.8%
SKAGIT VALLEY	105	100	2536	280	2316	26.8	25.4	105.5%	101.5%
EVERETT	150	140	3578	153	3731	24.9	25.6	97.7%	102.3%
SHORELINE	175	165	4323	135	4458	25.5	26.2	100.1%	104.9%
EDMONDS	120	110	2993	369	3362	28.0	27.2	110.1%	108.9%
CLARK	175	160	4485	327	4812	27.5	28.0	108.1%	112.2%
SEATTLE DISTRICT	400	390	11384	301	11685	29.2	29.2	114.8%	116.9%
DISTRICTS CURRENTLY MORE THAN 20% ABOVE SYSTEM-WIDE SERVICE LEVEL									
COLUMBIA BASIN	105	100	3344	305	3649	34.8	33.4	136.6%	133.9%
SPOKANE DISTRICT	345	335	11292	317	11609	33.6	33.7	132.2%	135.0%
CENTRALIA	50	50	1700	58	1758	35.2	34.0	138.2%	136.1%
LOWER COLUMBIA	60	60	2100	54	2154	35.9	35.0	141.1%	140.1%
WALLA WALLA	55	55	2171	125	2296	41.7	39.5	164.0%	158.0%
RESERVED									
TOTAL SYSTEM	3510	3335	83300	6021	89321	25.4	25.0		

SOURCE: RAW DATA - STATE BOARD FOR COMMUNITY COLLEGE EDUCATION (SBCCE)
COMPUTATIONS - LBC STAFF

We found that after the proposed increases for 1989-90 and 1990-91:

- o Whatcom would still have the lowest service level of any district in the system.
- o Bellevue would still have the second lowest service level of any district in the system.
- o Yakima Valley would still have the third lowest service level of any district in the system.

We note that Exhibit 6 indicates that the following increases would currently be necessary to bring the above institutions up to the current system-wide average (their pro rata share based upon district population).

Bellevue	2191
Whatcom	1252
South Puget Sound	560
Peninsula	367

We found that in their submittals to SBCCE the selected colleges had asked for the following increases by 1990-91:

Bellevue	809
Whatcom	211
South Puget Sound	331
Peninsula	135

We note that the draft enrollment plan calls for further increases of 950 FTEs for the 1991-93 biennium (800 for Bellevue and 150 for Whatcom).

3.5.2 Conclusions and Recommendations. We conclude that implementation and budgeting of the proposed enrollment level changes for the above four colleges for 1989-1991 will not appreciably satisfy the demands for increased service levels from those community colleges with low service levels. We conclude that continued demands for increases in the system-wide FTE limitation for the purpose of increasing service levels in these specific districts can be anticipated if the SBCCE enrollment plan is implemented.

We conclude that the selected distribution of any net increase in the system-wide allocation represents an excellent opportunity to adjust relative service levels among districts. Unlike a reallocation within an existing limit, there is no need to reduce the number of students allowed some districts in order to increase the number of students allowed others. Interdistrict conflict can thus be minimized. Such opportunities should not be lost. We recommend that a substantially larger portion of the proposed increase in the system-wide allocation for 1989-91 be distributed to areas with low service levels and demonstrated need for the specific purpose of narrowing the bond of variation in service levels between community college districts.

We further conclude that basing student FTE allocations, at least in part, upon district populations would achieve an improved statewide balance between the needs and demands for community college services, and the distribution of state resources available to provide them.

In the event no increase in the system-wide student FTE allocation can be granted by the legislature, we conclude that some action should be taken to adjust individual allocations within the current system-wide ceiling. The objective of such action should be to move toward equality in service levels between districts, provided that adequate demand exists within districts having low service levels.

RECOMMENDATION 1A (ORIGINAL)

~~The SBCCE should allocate at least 50 percent of any net increase in the legislatively authorized community college system level of student FTEs to colleges with service levels below the statewide service level but having a demonstrated need for additional FTEs, for the purpose of achieving a greater equality of service levels among community college districts. If the increase in the system-wide level of student FTE granted by the legislature is small, the SBCCE should comply with either recommendation 1A or 1B, whichever results in the greatest change.~~

(Note: The above recommendation was the original LBC staff recommendation 1A which is reproduced here for purposes of clarity and continuity. By action of the Legislative Budget Committee the original recommendation was replaced by the revised recommendation below.)

RECOMMENDATION 1A (REVISED)

"Any increase in community college student FTEs should be allocated by the SBCCE according to demand as demonstrated by indicators including but not limited to service levels and participation rates."

RECOMMENDATION 1B

If no increase in the system-wide community college student FTE allocation is granted by the legislature for the 1989-91 and succeeding biennia, the enrollment allocations of community colleges with service levels more than 20 percent below the system-wide service level should be increased at a rate of 2 percent per biennium, with offsetting reductions in the allocations of community colleges with the highest service levels, excepting those instances in which there is good reason to believe that a community college with a low service level cannot effectively utilize an increase in its allocation.

3.6 COMPARISONS TO OTHER STATES AND OTHER INSTITUTIONS

At the request of the Legislative Budget Committee, Appendix C entitled United States Compared to Washington Average Participation Rates, Fall 1985 was obtained from the Office of Financial Management and appended to this report for comparative purposes. It is useful in placing higher education enrollment matters in perspective. OFM advises that the data was compiled by the federal Department of Education. The data is for the fall of 1985. The DOE has included both resident and out-of-state students.

Since the participation rates in Appendix C are a measure of headcount participants rather than full-time equivalent students, Appendix C is not directly comparable to other exhibits presented in this report. Additionally, Appendix C is based upon population estimates limited to those age 17 and

older rather than total populations. Among the 50 states and the District of Columbia, Appendix C ranks Washington State's (headcount) enrollment participation rates in selected key categories as follows:

Total Higher Education Participation	16th
Private Institutions	34th
Public Community Colleges	5th
Vocational-Technical Institutions	22nd
4-Year Colleges-Public (Total)	44th
Lower Division	44th
Upper Division	37th
Graduate and Professional	36th

Using very slightly modified data from Appendix C, the Higher Education Coordinating Board created a table (Exhibit 7A) comparing participation rates for Washington State with national totals. The data suggest that statewide community college enrollment is substantially higher than enrollment rates for other levels of education and other types of higher education institutions, when each is compared to its national average counterpart.

EXHIBIT 7A

HIGHER EDUCATION PARTICIPATION RATES FOR WASHINGTON STATE AND UNITED STATES, FALL--1985, (INCLUDES BOTH PUBLIC AND PRIVATE INSTITUTIONS)

Level	United States	Washington	Washington % of US Total
Lower Division	3.98	4.98	125%
Vocational-Technical Inst.	.55	.54	98%
Other Two Year (Community Colleges)	1.77	3.19	180%
Four-Year Colleges and Universities	1.66	1.25	75%
Upper Division	1.42	1.23	87%
Unclassified	.36	.19	53%
Graduate and Professional	.77	.51	66%
TOTAL HIGHER EDUCATION	6.70	6.95	104%

Source: Office of Financial Management

3.7 COMPARISONS BY COUNTY

Appendices C1 thorugh C3, compiled by OFM, show selected participation rate data by county for fall term 1987. In each case, students are counted by their county of origin. (A Snohomish county resident attending a King county institution would be counted in Snohomish County's participation rates.) Out-of-state residents are excluded. For this and certain other technical reasons, the data is not directly comparable to that presented in section 2.6. Nonetheless, some relative comparisons can be made.

Appendix C1 shows county participation rates for community colleges only. Appendix C2 shows total lower divisions participation rates. The difference between these is the lower division participants attending 4-year institutions. It is interesting to note that King County is below the state average for community college participation, but above the state average for total lower division participation--result of the lower-division attendees at the four-year institutions within that county.

We conclude that total lower division participation rates are a more realistic comparison of the extent to which a county, district, or service area is receiving lower division services than is the measure of community college participation rates alone. If it were available, an even better comparison would be total lower division service level. Such statistics are not available.

Appendix C3 shows the county participation rates for upper division enrollments at all public and private universities. High enrollment rates are typical in counties containing or near major 4-year institutions. The data shows that on a statewide basis, the upper divisions participation is about 25 percent of the lower division participation rate.

CHAPTER 4

UTILIZATION OF THE INDIVIDUAL COLLEGE ALLOCATION

4.0 INTRODUCTION

This chapter addresses the second major issue of the audit:

> "How effectively do the individual community colleges utilize their individual allocations of student FTEs?"

We approach this question by reviewing and evaluating:

1. The process by which course and program decisions are made.
2. The criteria used in making these decisions.
3. Performance measurement factors indicating results or achievements resulting from the courses and programs offered.

The absence of clear priorities and guidelines pertaining to the question is also addressed.

4.1 THE COURSE AND PROGRAM DECISION PROCESS.

4.1.1 Local Administration and Faculty Role

4.1.1.1 Informal process. We found that the most significant role in the program and course decision process at most community colleges is played by the local faculty and administration. We found that it is largely a question of fine-tuning, with the majority of classes and programs being well established and continuations from the previous year. The proposal of changes tends to be an informal, continuing process. Ideas for changes, cancellations, and new courses are continuously being discussed. We were advised that most new courses originate with an individual instructor with an interest in teaching a specific subject.

4.1.1.2 Curriculum Review Councils. The determination of curriculum changes enters a second stage with action by a curriculum review council, usually consisting of the dean of instruction and various department heads. This body reviews not only proposed changes, but also current courses from the standpoint of cost, demand, enrollment forecasts, faculty availability, etc. Formal actions and approvals are adopted by this body and are usually approved by the college president.

4.1.1.3 Impact of catalogs/course listings. We found that the preparation of the annual college catalog or listing of courses is the key

activity which triggers the decision process, since decisions must be made in time to meet a printing deadline and to permit planning of faculty assignments, facility (classroom) scheduling and class schedules.

4.1.2 Local trustee role. We interviewed the president and former president of the Trustees Association of Community Colleges and Community College Presidents. We found that the role of local boards of trustees in making curriculum decisions varied considerably according to the desires of the board and the policies and procedures that have developed at the college. We were advised that most boards take a minimal part in the detailed decisions of what courses and programs to offer. An exception may arise if a particular board member or members have been approached by a community representative with a specific need.

A former president of the Trustees Association of Community Colleges felt strongly that it is the responsibility and right of local boards to define and prioritize community needs. Accordingly they may formally or informally give guidance to the college president as to where emphasis should be placed--for example, that academic transfer courses should be increased at the expense of basic education courses--or perhaps vice versa. In some cases, they may even choose to review and approve the college course and program listing.

4.1.3 Role of the SBCCE. We reviewed the actions of the SBCCE in the course and program approval process. We found that the SBCCE annually reviews all course offerings, academic and vocational, at every community college on a "name only" basis. These are reviewed primarily against the 1981-82 "course coding" memoranda that established guidelines for courses eligible for state support (see section 4.2.1). All new courses, academic and vocational must be submitted for SBCCE screening. Few have been disapproved in recent years. Theoretically, any disapproval can be referred to an appeals committee. In reality, if a program appears questionable, discussions between the SBCCE staff and the community college concerned generally resolve the matter through clarification, modification of the course, or withdrawal of the course offering.

We also found that the SBCCE reviews all vocational courses against Employment Security Department forecast data for labor market requirements.

4.2 CRITERIA AND INPUT USED FOR SELECTING COURSE AND PROGRAM OFFERINGS.

4.2.1 "Course Coding" Criteria. We found that RCW 28B.50.090 (7) passed in 1981 specifically assigns to the SBCCE the responsibility to:

"Establish minimum standards to govern the operation of the

community colleges with respect to: ...(e) eligibility of courses to receive state fund support."

We found general and specific SBCCE criteria as to which courses were eligible for state financial support and which were not in a memorandum dated July 24, 1981 entitled Course Coding, 1981-82 (key portions of which are shown as Appendix A) and a supplemental memorandum dated June 2, 1982 entitled Course Coding Modifications. These memoranda were comprehensive, containing a section on general considerations, tables indicating types of classes in major subject areas that were eligible and ineligible for state funding, and listings of specific courses by title that were ineligible for state support.

We found that the above noted memoranda were still in use. We noted that the above memoranda were signed by an individual no longer with the SBCCE. We learned of plans to incorporate these provisions in an appropriate permanent form such as a policy and procedures manual but note that this action has not been finalized after seven years. In view of the specific statutory responsibility assigned to the SBCCE with respect to standards for course eligibility for state support, we recommend that such standards be updated and included in a permanent set of standing instructions or regulations.

RECOMMENDATION 2

The SBCCE should incorporate its standards for course eligibility for state support in permanent standing instructions for the community college system or in WAC.

4.2.2 Accreditation and Vocational Program Review. We found that community colleges periodically undergo accreditation reviews. These are of two types. Institutional accreditation is granted by regional commissions or associations listed by the U. S. Secretary of Education as a nationally recognized regional accrediting agency. Specialized accreditation of individual programs is granted by a number of national organizations. Both can impact the selection of course and programs at a community college. The SBCCE itself conducts a vocational program review that is similar to an accreditation process.

4.2.2.1 Institutional Accreditation. For the Washington State community college system the institutional accrediting agency is the Northwest Association of Schools and Colleges, Commission on Colleges, located in Seattle, Washington. We examined their accreditation handbook and the documentation related to an actual accreditation review.

We found that institutional accreditation is generally accepted to mean (1) that the institution's goals are soundly conceived, (2) that its educational

programs have been intelligently devised, (3) that its purposes are being accomplished, and (4) that it is so organized, staffed and supported as to merit continuing confidence. We found that the accreditation process consists of (1) a self-study of goals, operations and achievements, (2) a visiting team's review, criticism and suggestions, and (3) recommendations and certification from the accrediting body.

We found that the department analysis guideline for the accreditation process included the following specific questions:

> "What evidence is there to demonstrate quality and achievement of former students?"
>
> "Appraise the course offerings in the department. Are they related precisely to objectives? Should some courses of limited appeal be discontinued?"

We found that one of the five recommendations of the Institutional Accreditation Evaluation Team for one community college was for development of "...a consistent, formal student follow-up program..." to determine the academic and/or job success rate and general satisfaction level with their community college experience.

4.2.2.2 Specialized Accreditation. We found that most specialized accreditation programs were similar in process to institutional accreditation, consisting of self-study, a team visit, and subsequent certification and recommendations from the accrediting authority. Specialized accreditation is voluntary on the part of the institution, but is often sought since it gives stature to specific programs and greater acceptance of program graduates by employers.

We reviewed the documentation relating to an accreditation of nursing programs at a community college by the National League for Nursing, and an accreditation of the medical record technology program by the Committee on Allied Health Education and Accreditation and the Council on Education, both of the American Medical Association. We found that both processes included a review of specific courses.

4.2.2.3 SBCCE Vocational Program Review. We reviewed the federal legislation requiring the SBCCE vocational program evaluation process. We found that the Carl D. Perkins Vocational Education Act (Public Law 98-524) of October 19, 1984 requires any state desiring to receive federal vocational education funds to develop a state plan which will include valuative measurements of vocational education programs, and must provide assurances that the state will evaluate not less than 20 percent of the eligible recipients in each fiscal year.

We reviewed the documentation applicable to such reviews including:

General Instructions
Campus Vocational Program Evaluation Guide
Individual Vocational Program Evaluation Guide
Formal Written Report Requirements
Program Evaluation Process Sequence

We found that the process is similar to an accreditation review and includes (a) a preliminary self-evaluation, (b) an on-site visit by a review team, and (c) a final report. A fourth major step in the process calls for the development of a corrective or action plan by the institution concerned. We reviewed the actual documentation dealing with reviews at two community colleges. We found that the review was detailed and comprehensive and usually dealt in depth with three randomly-chosen vocational programs.

4.2.2.4 Conclusions. We conclude that the various accreditation processes and the similar SBCCE vocational program evaluation by SBCCE play a significant role not only in the qualitative evaluation of courses and programs, but in the determination of which specific courses and programs will be offered within the allocated FTEs available to the college.

4.2.3 Job Market Data. We found evidence that both individual colleges and the SBCCE utilized occupational need forecasts of the Employment Security Department--specifically the "Outlook for the Labor Market" or "OLM" report in developing, selecting and reviewing vocational courses and programs. We reviewed copies of this report and discussed it with key personnel of the Employment Security Department. We found that the OLM reports include a statewide report as well as 24 area or regional reports of particular use to individual community colleges. We found that the OLM report predicts not only the anticipated need for personnel in specific skill areas, but also the anticipated opportunities for new entrants into the field. (We found that the OLM report was first produced in 1985 and that development was interrupted by a shortage of funds. We therefore have some reservations as to its reliability as a predictive tool, but conclude that it is a reasonable guideline if used prudently.)

4.2.4 Vocational Program Advisory Committee Inputs. We reviewed the minutes of twelve vocational program advisory committees, whose purpose is to provide liaison between local commercial interests and the local community college. As anticipated we found varying degrees of activity among these committees. Most met only once or twice per year. However, the minutes did indicate that input was made to the vocational instructor concerned and to the college administration as to anticipated local needs, adequacy of training of known graduates, changes within the labor market, etc. This input was utilized in course and program decisions.

4.2.5 Informal Contacts Of Vocational Instructor. We were advised but could not document that vocational program instructors usually maintained informal contacts among employers and former students that provided useful feedback in the selection of courses and programs.

4.2.6 Contacts of Local Trustees and Administration. We found frequent evidence of participation in community affairs by key members of the community college administration and/or board of trustees. Memberships in local Economic Development Councils and the Chambers of Commerce were noted as examples. Anticipated employee needs, suggestions, data, reports and predictions are accessible through such conduits. Both formal and informal input can be made. We heard anecdotal examples of course and program changes resulting from such contacts.

4.2.7 The Transfer Agreement. We reviewed the document entitled Intercollege Relations Commission Information Booklet, with emphasis upon the section thereof entitled "Associate Degree Transfer Agreements In The State of Washington." The complete document is on file at the LBC office. We found that the ICRC is a voluntary association of higher education institutions including community colleges whose purpose is to facilitate the transfer of students between institutions of postsecondary education.

We found that the general requirements for transfer with junior level standing from a community college to a four-year institution requires 90 quarter hours of credit with specific minimum numbers of credit hours in communication skills, quantitative skills, humanities, social sciences and natural sciences. We conclude that keeping an adequate selection of courses available for its students to satisfy these transfer requirements is a significant factor in the selection of academic courses.

4.3 PERFORMANCE MEASUREMENT

An additional approach we utilized in attempting to assess how effectively community colleges utilize their FTE allocations (and the resources that accompany them) was to review this utilization in terms of results achieved. We sought measures of performance that would indicate the results of community college training. We looked in particular for measures or indices that could be used by the legislature, potential students, and the public to determine if student FTE allocations were being effectively utilized.

Specifically, we sought quantified and meaningful answers to the following key questions:

1. How well do community college academic transfer students do after transferring to four-year institutions for completion of their baccalaureate degree?

2. How successful are community college vocational students in finding jobs?

4.3.1 Report of the Higher Education Coordinating Board (HECB). We found that the Higher Education Coordinating Board in its report of December, 1987 entitled The Washington State Master Plan for Higher Education recognized the absence of performance measurements with which to evaluate state educational institutions and processes, stating in part:

> "In the past there has been insufficient systematic analysis of the effectiveness of Washington's colleges and universities. Higher education institutions in Washington are facing the same challenges encountered by colleges, universities, and state coordinating boards across the country. The public is no longer willing to support programs that cannot demonstrate results. It has grown skeptical about ever-increasing demands for larger budgets. Demands without measurable and objective justification find little support and further erode public confidence.
>
> "Clearly, the public interest and institutional integrity require the establishment of comprehensive higher education performance programs in this state."

4.3.2 Findings. Our findings were consistent with the comments of the HECB. We found that although a wide variety of data was collected, we found little that was either tailored or utilized effectively to measure the effectiveness or efficiency with which individual community colleges or the community college system as a whole utilized its allocated number of student FTEs. However, we found two reports that were of interest and held potential for development into systems capable of measuring performance in a manner consistent with the comments in the HECB report. One dealt with academic students, the other with vocational students.

4.3.2.1 Transfer Student Academic Performance Reports. We found that at least two four-year public institutions prepared reports summarizing the academic (grade point) performance of community college transfer students as compared to students who had spent their freshmen and sophomore years at the four-year institution and/or the all-student average. Specifically, we found these reports on file at the SBCCE from the University of Washington (UW report SR 40930-Q-02-A entitled "Transfer Student Academic Summary Report") and Western Washington University (Report SGR-38 entitled Academic Performance Summary).

The particular reports we read summarized the performance of all community college transfer students. We found no standard format for such reports and comparisons were difficult. Upon inquiry, we were advised as

reports and comparisons were difficult. Upon inquiry, we were advised as follows:

(1) Not all four-year organizations prepare similar reports.

(2) Such reports can isolate data for the students of individual community colleges, thereby enabling comparisons between the community colleges.

(3) Some effort is being made to develop a standard format for such reports through the Inter College Relations Commission but this has not yet been completed.

We found that these reports were not furnished to nor used by the SBCCE in a manner that enabled performance measurement and comparison between the several community colleges or between community college transfer students and other groups. We note that a significant portion of the workload for producing this data falls upon the four-year institutions, that six different four-year institutions are involved, with various different data collection systems.

As a point of interest, the fragmentary data available to the SBCCE suggested good academic success of former community college students after transfer to four-year institutions.

4.3.2.2 Vocational Student Follow-Up Survey Summary Reports. We found in place an extensive follow-up and reporting system dealing with vocational education. A large number of computerized reports are generated, both on individual colleges, individual programs, and system-wide summary reports. We specifically reviewed those reports which summarized the total vocational results of (a) specific colleges and (b) the entire community college system.

EXHIBIT 8

VOCATIONAL STUDENT FOLLOW-UP SURVEY RESULTS
SYSTEM TOTAL.....1985/86 ACADEMIC YEAR

	STUDENTS	% OF RESP
1. RESPONDENTS	9161	100.0%
2. FULL TIME MILITARY	33	0.4%
3. EMPLOYED IN FIELD	6444	70.3%
4. EMPLOYED OUTSIDE FIELD	1448	15.8%
5. IN SCHOOL, NOT 2,3,4	745	8.1%
6. UNEMPLOYED, NOT IN SCHOOL	321	3.5%
7. NOT IN LABOR FORCE OR SCHOOL	170	1.9%
8. DID NOT RESPOND	1598	17.4%

Source: Raw Data - State Board for Community College Education (SBCCE)
Computations - LBC Staff

The "Grand Total" figures for the community college system for 1985-86 are shown in Exhibit 8. They indicate that of all those former vocational education students of the previous year responding to the survey, only 3.5 percent of those desiring employment were unemployed. Over 70 percent of respondents are employed in their field of vocational education training. However, the number of nonrespondents was equal to 17.4 percent of the respondents.

We attempted to assess the extent to which summary figures were reliable and were utilized by the SBCCE. We found that the data were collected by the individual colleges, suggesting variation and potential bias in the counting and categorization process. We found that audit and review of the data collection procedures of the individual colleges by the SBCCE had been discontinued. We found that summary data for each individual college was filed in separate volumes and we found no evidence that comparative data for the colleges had been assembled in a usable format for dissemination to and review by the SBCCE, local boards of trustees, legislative committees, or OFM.

4.3.3 Conclusions. We conclude that the refinement and utilization of the two items of summary data (academic success for academic transfer students and job success for former vocational education students) should provide effective measures of the relative performance of individual community colleges and the community college system as a whole. We further conclude that such action would be consistent with the report of the HECB calling for the establishment of comprehensive higher education performance programs. Finally, we conclude that the dissemination of comparative information to boards of trustees, the legislature, and the public, would enhance educational accountability.

We recognize that these two measures of performance would not and should not constitute ultimate or exclusive measures of community college performance. Some efforts of community colleges would not be included in these measurements. Some factors beyond the control of individual colleges may cause some variations between colleges. Care should be taken in interpreting these measures. Nonetheless, we conclude that these two measurements

(1) are significant and meaningful yardsticks of community college performance,

(2) can be expressed in usable, quantifiable terms that lend themselves to comparison, and

(3) comprise an attainable measurement system, the groundwork for which is already in existence.

We recommend that the reporting systems for such information be refined and standardized, that the SBCCE review the relative data for individual colleges for reliability and uniformity, and disseminate summarized comparative data on individual community colleges to local trustees and administrations. We recommend that system summary information on vocational education program enrollees' job success and academic transfer students' academic success be included as program measures for the SBCCE in the Governor's budget request. Ultimately, these performance measures might merit consideration by the SBCCE as a factor in allocating student FTEs among individual community colleges.

RECOMMENDATION 3

The state's four-year educational institutions, with the advice and assistance of the SBCCE, should develop and implement a standardized data collection and reporting system that will collect and report to the SBCCE the mean average grades of upper division transfer students from each Washington State community college, and the mean average grades of all upper division students.

RECOMMENDATION 4

The SBCCE should refine its system to collect and compare job success rates of former vocational education students of individual community colleges to provide for greater uniformity and reliability of data collected.

RECOMMENDATION 5

The SBCCE should correlate and process the above data as appropriate, and distribute it to local community college boards of trustees, local community college presidents, and other interested parties.

RECOMMENDATION 6

System summary data indicating the academic success rates for community college transfer students and job success rates for vocational students should be included as program measures for the SBCCE in the Governor's budget request.

RECOMMENDATION 7

The legislature should require the accomplishment of the four previous recommendations through one or more proviso items in the 1989-91 operating budget bill.

4.4 REMAINING ISSUES

In addressing the question of whether community colleges were making optimal use of their allocated FTEs, we identified several issues which we deemed important, where there existed no standards or criteria with which to make a judgment. This section of the report deals with those issues.

4.4.1 The most desirable subject areas issue. We were furnished comprehensive data showing how the system-wide total enrollment FTEs was divided among 14 different subject areas, for each community college as well as system-wide totals. System total data, for the 1980-81 and 1986-87 academic years is shown as exhibit 9.

EXHIBIT 9

ANNUALIZED FTE - STUDENTS BY INSTRUCTIONAL SUBJECT
SYSTEM-WIDE TOTALS, ACADEMIC YEARS 1980/81 AND 1986/87

SUBJECT AREA	1980/81 FTE'S	1980/81 % OF TOTAL	1986/87 FTE'S	1986/87 % OF TOTAL
ACADEMIC.....				
BUSINESS ADMINISTRATION	2958	2.9%	1942	2.3%
SCIENCE	6201	6.2%	6068	7.2%
MATHEMATICS	5318	5.3%	6005	7.1%
SOCIAL SCIENCES	10179	10.1%	9241	10.9%
HUMANITIES	14766	14.7%	13819	16.4%
HEALTH & P. E.	3160	3.1%	2329	2.8%
BASIC SKILLS	12572	12.5%	10410	12.3%
SUBTOTAL	55054	54.9%	49815	59.0%
VOCATIONAL.....				
BUSINESS/COMMERCE	11203	11.2%	9652	11.4%
DATA PROCESSING	1645	1.6%	2501	3.0%
HEALTH SERVICES	4227	4.2%	3663	4.3%
MECHANICAL & ENGINEERING	12732	12.7%	8269	9.8%
HOME & NATURAL SCIENCES	6184	6.2%	4076	4.8%
PUBLIC SERVICE	2524	2.5%	2246	2.7%
OCCUPATIONAL SUPPORT	6788	6.8%	4184	5.0%
SUBTOTAL	45303	45.1%	34591	41.0%
TOTAL	100357	100.0%	84406	100.0%

Source: Raw Data - State Board for Community College Education (SBCCE)
Computations - LBC Staff

While the data is interesting, we found nothing in the educational literature, federal standards, or state law which gives a preference or priority to any subject area. We noted numerous editorial comments on the need to teach mathematics and science, but found nothing of an authoritative nature indicating this should be done. There is no criteria which says that science and/or mathematics is preferable to the humanities or health and physical education courses--or vice versa.

4.4.2 The lifelong student issue. In an SBCCE-conducted survey of students enrolled in winter quarter of 1988, students were asked if their enrollment related to their current job or future work plans. Twelve per cent reported that their attendance at community college was not job-related in any way. The 88 percent majority reported that their studies were job-related in one way or another--job enhancement, promotion, keeping up-to-date, or become employable through the acquisition of basic skills.

We found this fact of interest in attempting to assess whether or not the community college system was making optimal use of its allocated student FTEs. If one places highest priority upon the job and economics-related activities of the community colleges, clearly this portion of the FTEs is not being optimally utilized. We found no authoritative criteria nor standards upon which to make a judgment. We were also advised by educational professionals that the identification and elimination of non-job-related students would be a difficult if not impossible task. We can conclude only that if the legislature wishes to establish priorities or criteria for the utilization of authorized student FTEs within the community college system, it may wish to review this particular category of student.

4.4.3 The several roles of community colleges issue. We found that RCW 28B.50.090 charges the SBCCE with the following duty:

> "Ensure...that each community college district shall offer thoroughly comprehensive educational, training and service programs to meet the needs of both the communities and students served by combining, with equal emphasis, high standards of excellence in academic transfer courses; realistic and practical courses in occupational education, both graded and ungraded; and community services of an educational, cultural and recreational nature; and adult education..." (Emphasis Added)

In reality, the SBCCE plays a very limited role in deciding what courses and programs will be offered; such authority truly being exercised at the local level. Local boards and administrations decided which facet of their three missions will receive relative emphasis and resources. But the key point again is that no priority or preference exists. To the contrary, we find a provision that each role should be given "equal emphasis."

We conclude only that it is difficult to make a judgement as to whether maximum utilization is being made of available FTEs when there is no prioritization indicating what sort of utilization is desired. If the legislature desires that priority be placed upon a specific role of the community colleges, or that specific objectives be established for these roles, it may wish to consider legislation to this effect.

CHAPTER 5

SUMMARY OF RECOMMENDATIONS

RECOMMENDATION 1A (ORIGINAL)

~~The SBCCE should allocate at least 50 percent of any net increase in the legislatively authorized community college system level of student FTEs to colleges with service levels below the statewide service level but having a demonstrated need for additional FTEs, for the purpose of achieving a greater equality of service levels among community college districts. If the increase in the system wide level of student FTE granted by the legislature is small, the SBCCE should comply with either recommendation 1A or 1B, whichever results in the greatest change.~~

(Note: The above recommendation was the original LBC staff recommendation 1A which is reproduced here for purposes of clarity and continuity. By action of the Legislative Budget Committee the original recommendation was replaced by the revised recommendation below.)

RECOMMENDATION 1A (REVISED)

"Any increase in community college student FTEs should be allocated by the SBCCE according to demand as demonstrated by indicators including but not limited to service levels and participation rates."

Legislation Required:	Budget proviso item recommended
Fiscal Impact:	No direct impact
Completion:	2000

RECOMMENDATION 1B

If no increase in the system-wide community college student FTE allocation is granted by the legislature for the 1989-91 and succeeding biennia, the enrollment allocations of community colleges with service levels more than 20 percent below the system-wide service level should be increased at a rate of 2 percent per biennium, with offsetting reductions in the allocations of community colleges with the highest service levels, excepting those instances in which there is good reason to believe that a community college with a low service level cannot effectively utilize an increase in its allocation.

Legislation Required:	Budget proviso item recommended
Fiscal Impact:	No direct impact
Completion:	2000

RECOMMENDATION 2

The SBCCE should incorporate its standards for course eligibility for state support in permanent standing instructions for the community college system or in WAC.

Legislation Required:	No
Fiscal Impact:	No
Completion:	March 1989

RECOMMENDATION 3

The state's four-year educational institutions, with the advice and assistance of the SBCCE, should develop and implement a standardized data collection and reporting system that will collect and report to the SBCCE the mean average grades of upper division transfer students from each Washington State community college, and the mean average grades of all upper division students.

Legislation Required:	Budget proviso recommended
Fiscal Impact:	Indirect Benefits
Completion:	June 30, 1991

RECOMMENDATION 4

The SBCCE should refine its system to collect and compare job success rates of former vocational education students of individual community colleges to provide for greater uniformity and reliability of data collected.

Legislation Required:	Budget proviso recommended
Fiscal Impact:	Indirect benefits
Completion:	June 30, 1990

RECOMMENDATION 5

The SBCCE should correlate and process the above data as appropriate, distribute it to local community college boards of trustees, local community college presidents, and other interested parties.

Legislation Required:	Budget proviso recommended
Fiscal Impact:	Indirect benefits
Completion:	June 30, 1991

RECOMMENDATION 6

System summary data indicating the academic success rates for community college transfer students and job success rates for vocational students should be included as program measures for the SBCCE in the Governor's budget request.

Legislation Required:	Budget proviso recommended
Fiscal Impact:	Indirect benefits
Completion:	June 30, 1993

RECOMMENDATION 7

The legislature should require the accomplishment of the four previous recommendations through one or more proviso items in the 1989-91 operating budget bill.

Legislation Required:	Yes
Fiscal Impact:	Recommend withholding portion of funds pending demonstration of progress
Completion:	June 30, 1989

APPENDIX A

JOHN SPELLMAN
Governor

DR. JOHN N. TERREY
Executive Director

STATE OF WASHINGTON
STATE BOARD FOR COMMUNITY COLLEGE EDUCATION
319 Seventh Avenue, FF-11 • Olympia, Washington 98504 • (206) 753-2000 • (SCAN) 234-2000

July 24, 1981

TO: Deans of Instruction
(Copies to Presidents -- District and Campus)

FROM: Frank Price

SUBJECT: Course Coding, 1981-82

On July 14, 1981, a Select Committee on Course Coding met at Highline Community College. It consisted of both Presidents and Deans of Instruction. That group, empowered to act for the system, negotiated the following document which will be used as the basis of making changes in the course coding procedure and inventories for the coming year.

I shall soon be visiting your individual campuses and perusing your course inventories. At that time. I am hopeful that we can come to closure on any modifications that need to be made. Many of you have already anticipated the changes that need to be made and have moved to alter your offerings for fall quarter. I appreciate that cooperation.

Please note that we have not come to final conclusions on the music and drama areas. There is still some negotiation that needs to be conducted relative to how to code and count individualized instruction on musical instruments and how to handle state funded enrollments which have been generated through community musical or dramatic groups. I hope to have some closure on this by September.

Please feel free to call me about concerns that you might have or to set a time when we might meet together. My SCAN number is 234-3674.

Thanks for your cooperation.

EFP:sw
Enc. 1

TABLE 1

ACADEMIC AND VOCATIONAL COURSES ELIGIBLE FOR STATE FUNDING

COURSE TYPES	DEFINITION	EXAMPLES
Academic Transfer	Academic courses acceptable for completion of an associate degree and designed to be transferable to a four-year institution.	Traditional liberal arts, sciences physical education, mathematics
High School Completion	Academic courses in the basic knowledge and skill areas of mathematics, science, social science, communications, or humanities taught for the purpose of aiding an adult to complete adult basic education, a high school diploma, or its equivalent.	Traditional secondary school subject matter as approved by the superintendent of public instruction
Developmental Education	Academic courses in mathematics, science, social science, communications, or humanities taught to aid an adult to develop sufficient knowledge or skill to complete other college courses.	Remedial English, mathematics, and writing courses; study skills; group guidance courses designed to remove barriers to effective learning
Adult General Education	Academic, college level courses that deal with psychological, social, political, and economic subjects of interest to an informed citizenry.	State governments, Cities in transition, "Free to Choose," understanding human behavior
Vocational Preparatory	Vocational courses designed as an integral part of an approved preparatory program.	Dental Hygienist, nursing, auto mechanics, diesel technician
Vocational Supplementary	Vocational courses designed to aid adults who are employed in a particular occupation to gain additional knowledge or develop additional skills related to that occupation. These courses are also for those adults who need refresher training in order to re-enter the working world.	Emergency medical training, Real Estate License renewal, nursing refresher
Vocational Homemaking	Vocational courses designed to prepare an adult in basic home living skills.	Parenting skills, money management basic sewing, food preparation

TABLE 2

COMMUNITY SERVICE COURSES NOT ELIGIBLE FOR STATE FUNDING

COURSE TYPES	DEFINITION	EXAMPLES
Avocational	Classes or activities related to occupations but not designed to be occupational preparatory or supplementary.	Flower arranging, growing house plants, wall papering, horse care, animal grooming
Hobby	Classes or activities related to particular hobbies or personal interests.	Coin collecting, stamp collecting, amateur radio, toy-making, fishing
Recreational	Classes or activites related to pastimes and interests associated with leisure pursuits.	Family swim, navigation for small boat owners, snow-mobiling
Homemaking Advanced	Classes or activities related to homemaking skills that exceed those needed for basic home living.	Fur remodeling, sewing for Christmas, foreign cooking, quiltmaking, knitting
Arts & Crafts	Classes or activities related to creative projects that do not have particular application to academic programs or degrees.	Ceramics for fun, driftwood sculpture, macrame for home decoration, cartooning
Entertainment	Activities, seminars, and public events designed primarily for entertainment purposes.	Travel film series, Dungeons and Dragons, beginning Bridge, Howard Cosell lecture

4. PHYSICAL EDUCATION

Theory and conditioning classes which contribute to intercollegiate athletics as well as act as an important facet of physical education may be taught as state expense.

Intermural activities and practicing for intermurals shall not be state funded.

In most areas approved for state funding, a college may present three levels of skill development. A "level" implies one course of from one to five credits.

Specialized programs in physical education shall not be offered unless they are vocational in nature and approved through the regular State Board rules.

The following course titles shall be deleted from course inventories as state-supported classes:

Family swim
Preschool swim
Rafting
Horseback jumping
Fishing -- all types
Log events
Recreational bowling
Hunting
Pool
Fly tying
Dance conditioning
Break away roping
Calf roping
Bull riding
Rodeo production
Soul dancing
Campcraft
Gynastics for tots
Cheer leading
Activities for leisure
Recreational swim
Hunting with bow and arrow
Billiards
Intermurals
Evaluating rodeo skills
Goat tying
Barrel racing
Recreational basketball
Bellydancing, Middle East dancing
Parent-child swimming
Back country swimming
Frisbee
Orienteering

APPENDIX B

Attachment 2

STATE OF WASHINGTON

TAB 5

STATE BOARD FOR COMMUNITY COLLEGE EDUCATION

RESOLUTION 88-04

A resolution allocating system operating funds for 1988-89.

RESOLVED that the State Board for Community College Education allocates system operating funds to the colleges as listed below:

1. Approves 1988-89 district budget allocations of $269,508,486 including $9,800,000 in local dedicated funds and $1,577,000 in local general funds. Colleges are to administer these funds in accordance with guidelines established by the Board. The director is authorized to make adjustments to these allocations for data corrections, computational errors, or Office of Financial Management-imposed restrictions or guidelines.

2. Authorizes the director to allocate an additional $12,055,789 for the purposes outlined in Exhibit B with any unused portion of such funds to be distributed to the colleges based on the allocation of state funds in Exhibit C.

3. Authorizes the director to adjust individual college allocations in accordance with rental audit procedures in Exhibit D and approved enrollment audit procedures in Exhibit E.

4. Authorizes the director to make such audits and allocation adjustments as may be necessary to assure district compliance with operating budget allocation guidelines, enrollment reporting requirements, legislative appropriation provisos, and uniform accounting and reporting.

APPROVED AND ADOPTED April 7, 1988.

Philip S. Hayes, Chair

ATTEST:

Earl Hale, Secretary

ENROLLMENT LEVEL AUDIT PROCEDURES FOR THE 1987-89 BIENNIUM
(State-Supported FTES)

Minimum Enrollment

1. If a district's average biennial enrollment for 1987-89 is below its assigned minimum level (see attached table), then the amount of FTEs below the minimum will be subtracted from its 1989-91 biennial enrollment allocation.

2. Determination of 1987-89 average biennial enrollment levels will be based on: final enrollment reports for 1987-88; final summer, fall and winter reports for 1988-89; and the districts' 10th day estimate of spring 1989. Final verification and adjustments, if necessary, will be made in July 1989.

3. Additional FTEs which become available through the audit process will be allocated to districts based on determination of need by the State Board staff.

4. The dollar loss associated with FTE loss will result from running the allocation model at the reduced level. Phased reductions, when appropriate (e.g., greater than 3 percent), will be done at the discretion of the State Director.

Maximum Enrollment Levels

New: If a district's average biennial enrollment level for 1987-89 exceeds its maximum level (see attached table), it will have its following year's dollar allocation reduced by the district average cost per student in programs 010 through 080 for each FTE above the maximum level.

SS:srm
EM:32
6/3/87

WASHINGTON COMMUNITY COLLEGE SYSTEM

1987-89 ALLOCATION
AND MINIMUM AND MAXIMUM ENROLLMENT LEVELS

STATE-SUPPORTED FTE's

COMMUNITY COLLEGES	1987-89 ALLOCATION	MINIMUM ENROLLMENT LEVEL (1)	MAXIMUM ENROLLMENT LEVEL (2)
PENINSULA	1007	985	1022
GRAYS HARBOR	1232	1212	1250
OLYMPIC	3271	3231	3320
SKAGIT VALLEY	2536	2511	2574
EVERETT	3578	3542	3632
SEATTLE DISTRICT	11384	11270	11555
SEATTLE CENTRAL	4711		
SEATTLE NORTH	3467		
SOUTH SEATTLE	3206		
SHORELINE	4323	4280	4388
BELLEVUE	4053	4012	4114
HIGHLINE	4537	4492	4605
GREEN RIVER	3725	3688	3781
PIERCE	3997	3957	4057
CENTRALIA *	1700	1675	1734
SOUTH PUGET SOUND *	1813	1786	1849
LOWER COLUMBIA	2100	2079	2132
CLARK	4485	4440	4552
WENATCHEE VALLEY	1720	1700	1746
YAKIMA VALLEY	2765	2737	2806
DISTRICT 17	11292	11179	11461
SPOKANE	5499		
SPOKANE FALLS	5793		
BIG BEND	1122	1102	1139
COLUMBIA BASIN	3344	3311	3394
WALLA WALLA	2171	2149	2204
WHATCOM	996	976	1011
TACOMA	3156	3124	3203
EDMONDS	2993	2963	3038
SYSTEM TOTALS	83300	82401	84567

(1) 1.0 PERCENT OF ALLOCATION; MINIMUM TOLERANCE, 20 FTES.
(2) 1.5 PERCENT OF ALLOCATION.

* UPPER AND LOWER BANDS SET AT 1.5% AND 2.0% RESPECTIVELY TO RECOGNIZE MID-BIENNIUM SPLIT.

SBCCE - ASM:TB879SPL 24-Mar-89

APPENDIX C

United States Compared To Washington
Average Participation Rates
Fall 1985

	United States (incl. D.C.)	Washington		
		State	State Rank	Percentile Ranking
TOTAL	6.70	6.95	16	70.6
Private Institutions *	1.52	0.85	34	34.0
4-Year Colleges & Universities	1.34	0.85	29	44.0
Lower Division	0.51	0.32	32	38.0
Upper Division	0.40	0.31	24	54.0
Unclassified	0.11	0.06	28	46.0
Graduate & Professional	0.32	0.15	28	46.0
Public Institutions	5.19	6.09	10	82.4
Community Colleges	1.77	3.19	5	91.5
Vocational Technical Institutes	0.55	0.54	22	53.3
4-Year Colleges & Universities	2.86	2.36	44	15.7
Lower Division	1.15	0.93	44	15.7
Upper Division	1.02	0.92	37	29.4
Unclassified	0.25	0.13	47	9.8
Graduate & Professional	0.45	0.38	36	31.4

$$\text{Participation Rate (rate per 100)} = \frac{\text{IPEDS-HEGIS fall headcount}}{\text{Census Bureau Estimate - pop. aged 17+}} \times 100$$

Percentile Rank = The percentage of the group that scored the same or below this state. The percentile rank is the total number of states whose score fell at or below this score divided by the total number of states.

* Total private institutions data include private two year and vocational technical institutions.

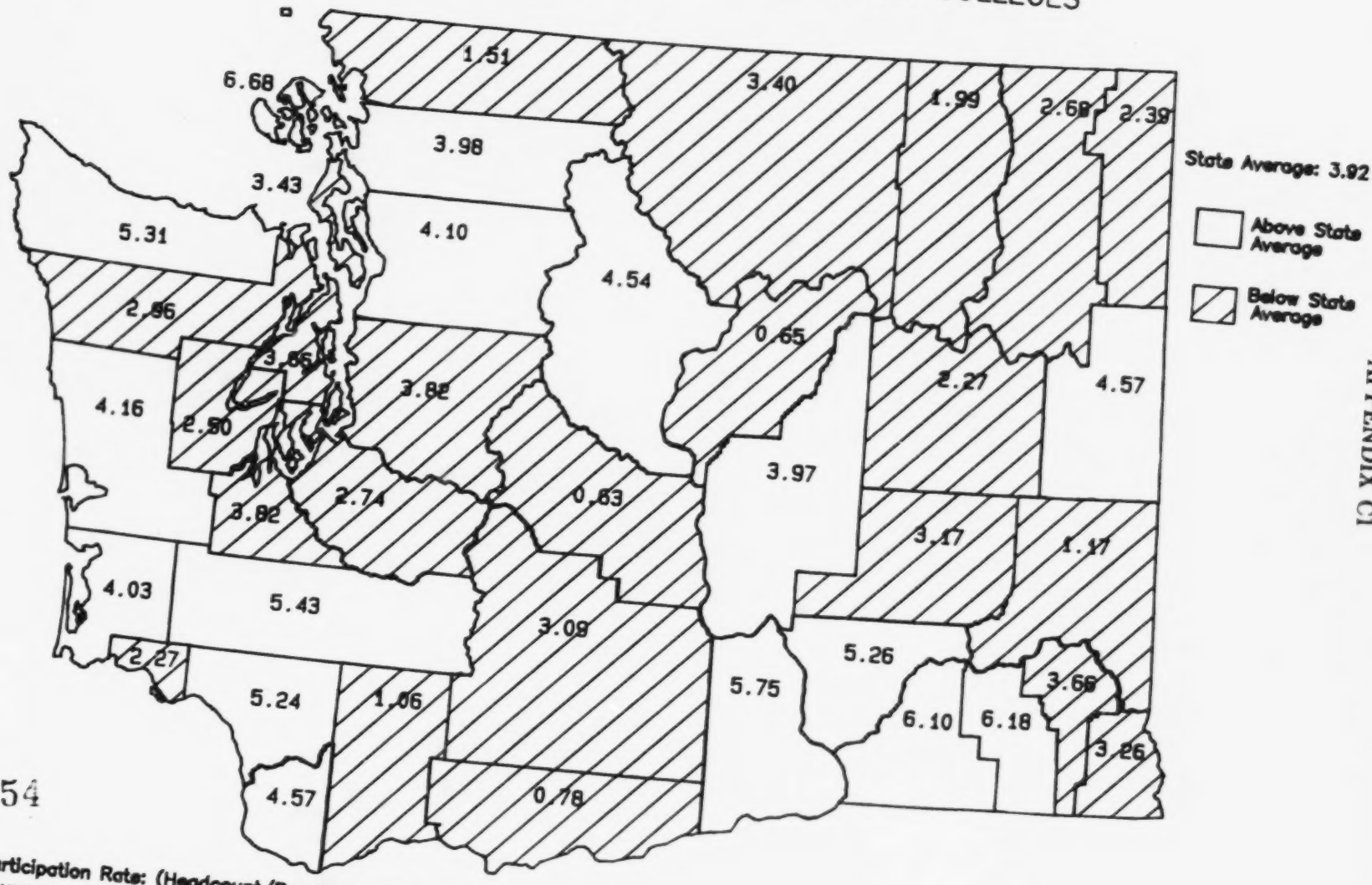
Note: 1) Washington State's participation rates were calculated using OFM's population estimate of the population aged 17 and over. The OFM population estimate for Washington is within 0.5% of the Census Bureau estimate. Most of the difference is due to the OFM estimate being based on April 1 and the Bureau's estimate, July 1.

2) The Department of Education estimates institutions who failed to report. Four year colleges and university detail may not add because the estimates are not included at that level of detail.

3) Participation rates of less than 0.01 are shown as 0.00.

Office of Financial Management
Forecasting Division
09/29/86

TOTAL PARTICIPATION RATES BY COUNTY
FALL TERM 1987, PUBLIC COMMUNITY COLLEGES

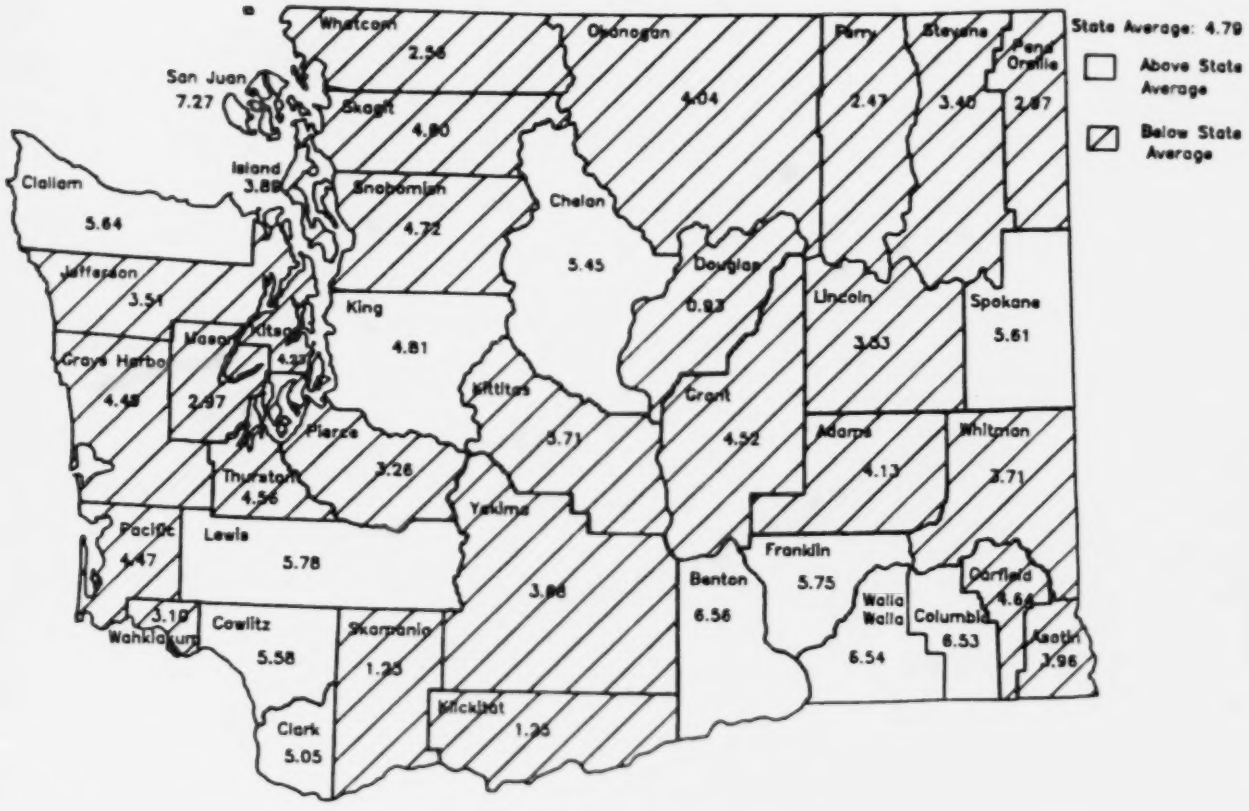


Participation Rate: (Headcount/Population 17+) x 100
Source: Office of Financial Management

OFM/F
August 1988

APPENDIX C2

TOTAL LOWER DIVISION PARTICIPATION RATES BY COUNTY
PUBLIC 2–YEAR AND 4–YEAR UNIVERSITIES & COLLEGES
FALL TERM 1987

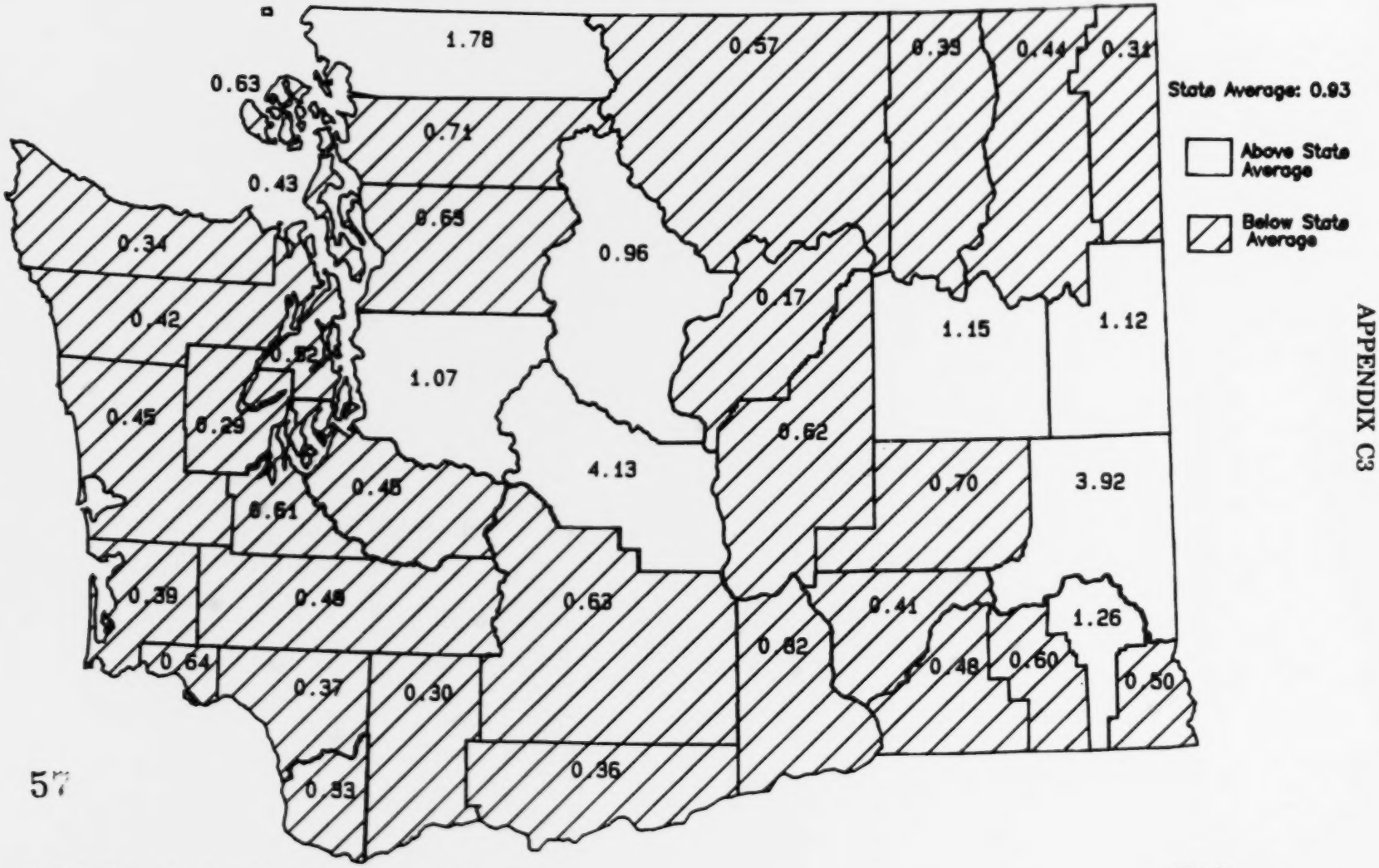


Participation Rate: (Headcount/Population 17+) x 100

Source: Office of Financial Management

OFM/F
November 1988

UPPER DIVISION PARTICIPATION RATES BY COUNTY
FALL TERM 1987, 4-YEAR UNIVERSITIES & COLLEGE



Participation Rate: (Headcount/Population 17+) x 100
Source: Office of Financial Management

OFM/F
August 1988

APPENDIX C3

APPENDIX D

EARL HALE
Executive Director

STATE OF WASHINGTON

STATE BOARD FOR COMMUNITY COLLEGE EDUCATION

319 Seventh Avenue, FF-11 • Olympia, Washington 98504-5111 • (206) 753-2000 • (SCAN) 234-2000

RECEIVED
DEC 6 1988
LEGISLATIVE
BUDGET COMM

December 6, 1988

Cheryle Broom
Legislative Auditor
Legislative Budget Committee
MS: KD-11
Olympia, WA 98504

RE: Community College Student Allocation Study

Dear Ms. Broom:

Enclosed are our comments on the preliminary staff report of the LBC Community College Student Allocation Study. We appreciate your procedure of including them in the final report.

Sincerely,

Philip S. Hayes

Philip S. Hayes, Chairman
State Board for Community College Education

Earl Hale

Earl Hale, Executive Director
State Board for Community College Education

STATE BOARD FOR COMMUNITY COLLEGE EDUCATION

COMMENTS REGARDING THE LEGISLATIVE BUDGET COMMITTEE COMMUNITY COLLEGE STUDENT ALLOCATION STUDY

RECOMMENDATION	AGENCY POSITION
1A	Partially Concur

COMMENTS

The State Board fully agrees with the concept that any enrollment increases granted by the legislature should be differentially allocated in recognition of different levels of demand in the various college districts. The enrollment increases contained in the current Community College Enrollment Plan are allocated so that more than the 50 percent recommended by 1A will go to colleges that are below the statewide service level. However, community college service level was only one of several factors considered in determining where increases would go. The other factors considered were: student demand trends; the impact of the Family Independence Program; the impact of the Immigration Reform Act; the availability of higher education alternatives; and policy goals to increase participation by minorities and the workforce. We feel these factors provide a more balanced assessment of differential demand for community college services among the districts.

RECOMMENDATION	AGENCY POSITION
1B	Partially Concur

COMMENTS

We concur with the need to redistribute FTEs; and have, in fact, been doing that for several years. We do not concur with an approach based solely on service level comparisons. Using only the service level factor, and ignoring the other factors impacting enrollment demand (listed in 1A comments), can result in enrollment being increased where it's not needed, and decreased where demand is strong. For example, using the criteria proposed in 1B and the table in Exhibit 7 would result in lowering enrollment in the Walla Walla district, where student demand has been historically strong, and is anticipated to increase with a new facility in Clarkston. It would also suggest (even with the exception clause) an increase at Pierce College which has been experiencing low enrollment demand for the past five years, and under SBCCE policy has had its enrollment reduced. Further, under 1B, no increase would be made at South Puget Sound College which is among the colleges experiencing the most enrollment pressure. Finally, we do not believe it is good administrative policy to use a "formula" to determine where service should be reduced to <u>current</u> students, so that enrollment can be increased to serve anticipated students in other areas.

We believe that redistribution of enrollment should be done by lowering enrollment at colleges where demand is known to be declining, as evidenced by under-enrollment, and increasing enrollment based on an enrollment plan that considers all of the appropriate factors. Using this approach we have redistributed 1,051 FTEs since 1980. (Attachments A and B)

Unfortunately, neither our redistribution policy nor the one in 1B will go far toward meeting the demand for community college enrollment which has been increasing steadily during this decade, while funded enrollment levels have been constant.

RECOMMENDATION	AGENCY POSITION
2	Concur

COMMENTS

We have already begun implementing this recommendation.

RECOMMENDATION	AGENCY POSITION
3	Concur
4	Concur
5	Concur
6	Concur
7	Concur

COMMENTS Re: 3, 4, 5 and 6

Addressing the need for improved outcomes and performance information for use within our system, by the governor's office and others is currently a high priority for community colleges, so we concur with the spirit of 3,4,5, and 6. Our only concern is that we consider the data recommended in 3 and 4 to be important but insufficient to describe community college outcomes, particularly for students enrolled to upgrade specific job or academic skills, rather than to complete degree programs. We plan to obtain information on these students as well as those described in 3 and 4.

SS:srm
WP50:Files\Sher\Memos\89

ATTACHMENT A

WASHINGTON COMMUNITY COLLEGE SYSTEM

	REDISTRIBUTION OF ALLOCATED FTES	FTEs
1981-82	Redistribution due to one district enrolling below minimum levels in 1979-80.	132
1983-84	Redistribution due to two districts enrolling below minimum levels in 1982-83.	197
1984-85	Redistribution due to three districts enrolling below minimum levels in 1983-84.	555
1985-86	Redistribution due to one district enrolling below minimum levels in 1984-85.	11
	Redistribution of 77 FTEs from one district voluntarily downsizing.	77
1987-88	Redistribution due to two districts enrolling below minimum levels in 1985-87.	79
	TOTAL FTES REDISTRIBUTED DUE TO ENROLLMENTS BELOW MINIUMUM LEVELS OR VOLUNTARILY DOWNSIZING	1051

ATTACHMENT B

WASHINGTON COMMUNITY COLLEGE SYSTEM

REDISTRIBUTION OF ALLOCATED FTES *

	1981-82	1983-84	1984-85	1985-86		1987-88
	MINIMUM ENROLLMENT LEVELS			MINIMUM ENROLLMENT LEVELS	VOLUNTARY DOWNSIZE	MINIMUM ENROLLMENT LEVELS
PENINSULA	1	8	-93	3	18	0
GRAYS HARBOR	1	8	0	0	0	0
OLYMPIC	6	0	-132	8	59	0
SKAGIT VALLEY	10	8	38	0	0	0
EVERETT	3	0	-330	0	0	0
SEATTLE DISTRICT	31	34	127	0	0	0
SEATTLE CENTRAL	14	15	55	0	0	0
SEATTLE NORTH	9	10	38	0	0	0
SOUTH SEATTLE	8	9	34	0	0	0
SHORELINE	0	0	0	0	0	0
BELLEVUE	2	16	69	0	0	35
HIGHLINE	5	16	0	0	0	0
GREEN RIVER	2	11	0	0	0	0
PIERCE	6	16	55	0	0	-77
CENTRALIA	4	0	0	-11	0	0
LOWER COLUMBIA	0	0	0	0	-77	0
CLARK	11	11	62	0	0	0
WENATCHEE VALLEY	1	-70	0	0	0	0
YAKIMA VALLEY	-132	0	0	0	0	12
SPOKANE DISTRICT	35	34	143	0	0	0
SPOKANE	18	17	71	0	0	0
SPOKANE FALLS	17	17	72	0	0	0
BIG BEND	0	0	0	0	0	-2
COLUMBIA BASIN	5	16	0	0	0	0
WALLA WALLA	0	0	0	0	0	0
WHATCOM	3	8	18	0	0	32
TACOMA	1	-127	0	0	0	0
EDMONDS	2	11	43	0	0	0
SOUTH PUGET SOUND	3	0	0	0	0	0
SYSTEM TOTAL	0	0	0	0	0	0

* BASED ON ENROLLMENTS BELOW MINIMUM LEVELS AND VOLUNTARILY DOWNSIZING.

FACTS ABOUT THE LEGISLATIVE BUDGET COMMITTEE

The Legislative Budget Committee (LBC) is a statutory joint committee of the Washington State Legislature. Membership consists of eight senators and eight representatives equally divided between the two major political parties. Under Chapter 44.28 RCW and other statutes, the LBC performs various legislative oversight activities.

The LBC staff, headed by the Legislative Auditor, conducts performance audits, sunset reviews, policy studies, and other types of special studies. Committee reports often focus on the economy, efficiency, and effectiveness of state programs and agency operations, including whether appropriations have been expended in accordance with legislative intent. Other oversight work includes monitoring of unanticipated revenues and capital appropriation transfers.

Committee meetings are usually held on a monthly basis during the interim between legislative sessions. Reporting directly to the Legislature, the LBC makes recommendations for legislative consideration and action.

1-22-88

ERIC Clearinghouse for Junior Colleges
APR 26 1990